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ABSTRACT

This report examines the potential pool of workers in nine rural New York and Pennsylvania counties, the characteristics of this labor pool, and barriers that make it difficult for these individuals to enter the workplace. The counties studied make up the southern tier of New York State (Broome, Chemung, Schuyler, Steuben, Tioga, and Tompkins Counties) and the northern tier of Pennsylvania (Bradford, Tioga, and Susquehanna Counties). The potential labor pool investigated included unemployed persons actively seeking work, discouraged workers (unemployed people not actively seeking work but willing to work if a job was available), and involuntary part-time workers (persons working part-time who would prefer to work full-time). Data were collected from the Department of Labor, the Job Training Partnership Act Program, a telephone survey, and personal interviews with employment professionals. Results indicate an oversupply of labor in the region. Workers suffering most from the poor economic environment in the local labor market were the low-skilled and low-educated workers; nontraditional workers; and older mid-level managers, technicians, and professionals who had been displaced by corporate restructuring and defense cutbacks. Employment barriers included lack of jobs due to layoffs, plant closings, defense industry cutbacks, and slow recovery from the national recession; transportation problems; low pay of available jobs; lack of education; rising skill requirements of entry-level positions; poor on-the-job behaviors; low self-esteem; youth or age; and lack of child care. Appendices contain data tables, interview format, and survey instrument. (KS)

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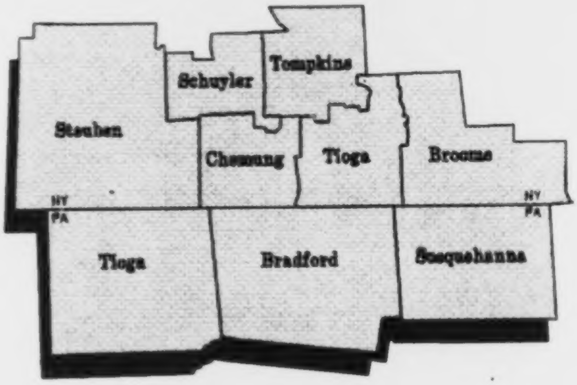
THE FUTURE WORKFORCE: ITS CHARACTERISTICS AND EMPLOYMENT BARRIERS



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THE FUTURE WORKFORCE:
ITS CHARACTERISTICS AND EMPLOYMENT BARRIERS

John Boselli, Research Analyst
Marilyn A. Bok, Director Rural Services Institute, Editor and Advisor
Tamara Wilson, Secretarial Services

Workforce Institute and Resource Center
Rural Services Institute
Mansfield University

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THE FUTURE WORKFORCE:
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I. BACKGROUND

A. Labor Market Predictions for the 1990s

1. **Labor Shortages** - According to the Hudson Institute report, *Workforce 2000*, the American workforce through the 1990s to the year 2000 will be shaped by five demographic facts:

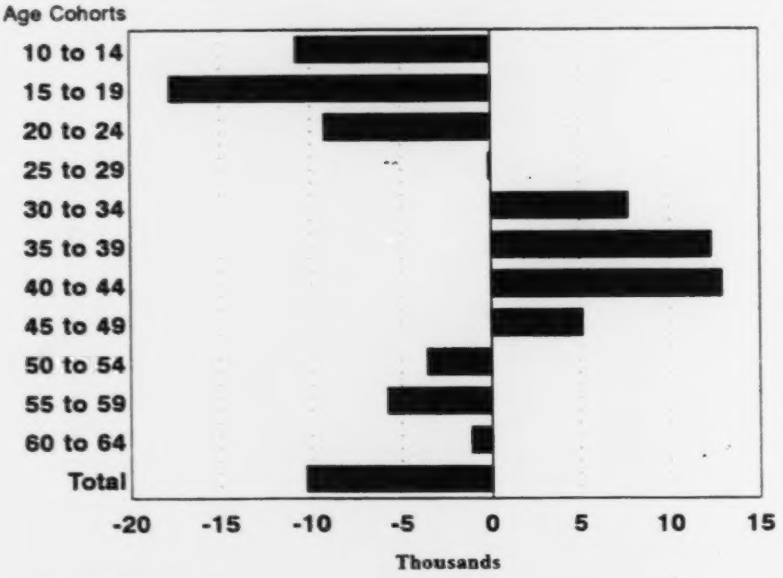
- "The population and the workforce will grow more slowly than at any time since the 1930s.
- The average age of the population and the workforce will rise, and the potential pool of young workers entering the labor market will shrink.
- More women will enter the workforce, although the rate of increase will taper off.
- Minorities will be a larger share of new entrants into the labor force.
- Immigrants will represent the largest share of the increase in the population and the workforce since the First World War." (Johnston and Packer, pg. 75-76)

The implications of all these demographic changes to human resource planners are numerous. Appendix F includes an excerpt from *Managing Workforce 2000* by David Jamieson and Julie O'Mara. They summarize many of the implications these demographic changes will have on managing the workforce as we move toward the year 2000.

Within what is called the "labor shortage" viewpoint (Mishel and Teixeira, pg. 1), these demographic factors will contribute to two labor shortages in the 1990s. The first shortage is an overall labor shortage in general. Nationally, the slow growth of the labor force is to be the primary cause of this shortage. In the region, migration also affects the overall supply of labor. The other potential labor shortage is classified as a "skills mismatch" (Mishel and Teixeira, pg. 1) and is related to both the supply and demand side of the labor market.

2. Regional Demographics - In Graph 1 the nine-county region under study is experiencing the same demographic changes forecast for the nation. This graph shows the population change by age cohort from 1980 to 1990. The big increase in persons aged 30 to 49 years-old is due to the movement of the baby boom generation into middle age. In the region over 37,000 more persons are in the combined 30-49 year-old age cohorts in 1990 than 1980. This is an increase of 24% from 1980.

Graph 1
Population Change by Age Cohorts in Region (1980 to 1990)



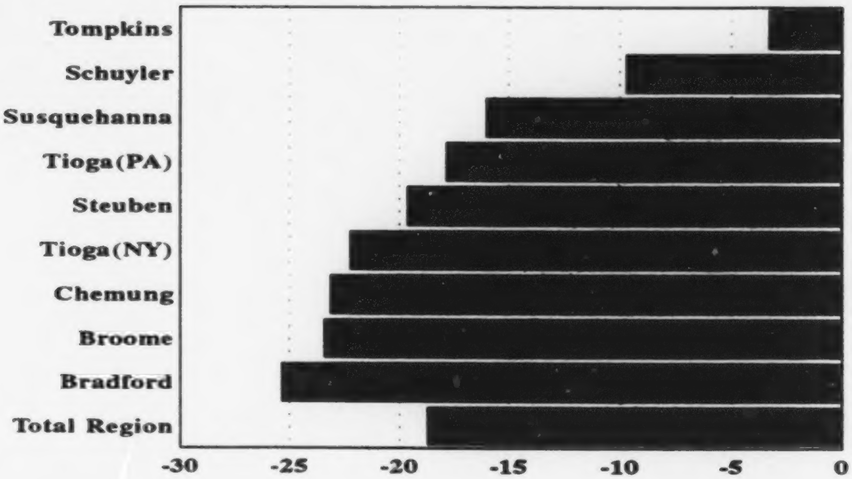
Data: U.S. Census Bureau
Graph: Workforce Institute

Like the rest of the country an equally dramatic, but opposite shift occurs in the 10-24 year-old age cohorts. These age brackets combined (which makes up the potential traditional entry-level workforce) shrink by over 37,000 persons from 1980 to 1990. This is a decrease of almost 19% from 1980. Overall, the number of potential working age persons (10 to 64 years-old) for the region dropped by over 10,000 from 1980 to 1990.

The increase in the proportion of workers in their mid-career years coupled with the decline in the number of traditional entry-level workers (those aged 18 to 25) represent the most basic demographic changes affecting the workforce in the U.S. and the region in the 1990s. (London, Bassman, and Fernandez, pg. 181) These two demographic facts have led analysts to be concerned about the overall labor supply and the possibility for shortages of entry-level workers.

The nine counties in the region differ in the degree to which their 10-24 year-old age cohorts decreased form 1980 to 1990. Graph 2 shows the combined percentage change in these three age cohorts from 1980 to 1990 for each county. The absolute and percent change for each of the three age cohorts (10-14, 15-19, and 20-24) in each county is provided in Table A1 in Appendix A. From the numbers it is clear that Bradford, Broome, Chemung, and Tioga (NY) Counties had the most significant drop over the decade. Steuben, Tioga (PA), and Susquehanna Counties had average changes for the region. Meanwhile Schuyler and Tompkins Counties had percentage changes well below the other counties. Tompkins County only had a drop of 3.3% from 1980 to 1990. Some of this difference can be explained by the other force affecting the size of these age cohorts, net migration.

Graph 2
Change in Size of Age Range 10 to 24 from 1980 to 1990
(Percent Change by County)



Data: U.S. Census
Source: Workforce Institute & Resource Center

3. **Migration** - An important factor affecting the number of workers in an area is the migration of persons into and out of the area. If the number of persons migrating into an area is greater then the number of persons migrating out, then there is said to be a net inmigration into the area. When the reverse is true, there is a net outmigration.

Table 1 shows the region as a whole experienced a net outmigration of 26,538 persons from 1980 to 1990. By individual counties there were both net outmigrations (Bradford, Broome, Chemung, Tioga (NY), Tioga (PA), and Steuben Counties) and net inmigrations (Schuyler, Susquehanna, and Tompkins Counties).

To compute the overall net migration for the entire populations from 1980 to 1990, a Vital Statistics method of migration determination was used. This method first uses the number of births and deaths in an area to calculate the natural increase. The natural increase is then subtracted from the population change from 1980 to 1990 to obtain the net migration. Finally, the net migration rate is calculated for mid-decade and is found by dividing the total net migration by the average of the 1980 and 1990 population.

Table 1
Natural Increase and Net Migration From 1980-1990
For ARC Study Region (Vital Statistics Method)

County	Change 1980 to 1990	Natural Increase	Net Migration:	
			Amount	Rate
Bradford	-1,952	3,304	-5,256	-8.49
Broome	-1,488	8,422	-9,910	-4.65
Chemung	-2,461	3,904	-6,365	-6.60
Schuyler	976	836	140	0.77
Steuben	-129	4,572	-4,701	-4.74
Susquehanna	2,504	1,735	769	1.97
Tioga (NY)	2,525	3,926	-1,401	-2.74
Tioga (PA)	153	1,475	-1,322	-3.22
Tompkins	7,012	5,504	1,508	1.66
Region	7,140	33,678	-26,538	-3.74

Note: Natural Increase = Births - Deaths
Net Migration = Change (1980-1990) - Natural Increase
Sources: U.S. Bureau of the Census 1980 and 1990, NY and PA Vital Statistics 1980-90, NY Abridged Life Table 1988

4. **Youth Outmigration** - A perhaps more disturbing trend is the outmigration of young persons which can be estimated using a Survival Rate method. Estimating net migration for an age cohort involves three basic steps. First, obtain a population count of the age cohort for a certain point in time (in this case 1980). Then use this population count and multiply it by

the appropriate survival rate for that age cohort to estimate what the population of the age cohort should be at some later date (in this case 1990), as if there is zero net migration into or out of the area. Lastly, the estimated population of the age cohort is compared with the actual population of the corresponding age cohort at the later date (1990). For example, persons in the 15-19 year age cohort in 1980 would be in the 25-29 year age cohort in 1990. The difference between the estimated count for 1990 and the actual population in 1990 is considered the estimated net migration for that age cohort. An estimated migration rate is then calculated for mid-decade by dividing the estimated total net migration by the average of the 1980 and 1990 populations. Graph 2 gives the estimated net migration for the 10-24 year age cohorts for the region from 1980 to 1990. Graph 2 should be read from right to left.

Taking the region as a whole, the 15-19 and 20-24 year-old age cohorts experienced a significant outmigration from 1980 to 1990. The two age cohorts had outmigration rates of -26.8% and -16.3% respectively and totalled a combined estimated 27,725 outmigrants.

Looking more closely at net migration in the youth age cohorts, Table A2 in Appendix A gives the estimated net migration totals and rates for the 5-9, 10-14, 15-19, and 20-24 year-old age cohorts from 1980 to 1990 for each individual county in the region. All of the counties experienced significant outmigration for one or more of these age cohorts. Bradford County experienced the greatest rate of outmigration in these age cohorts with an overall outmigration rate of -24.2%. Bradford County and Chemung County were the only two counties to have a net outmigration for each of the four age cohorts. Chemung, Schuyler, Steuben, Tioga (NY), and Tioga (PA) Counties had overall outmigration rates between -15% and -20% for these four age cohorts.

The most severe outmigration rates were for the 10-14 age cohort. Tioga (NY) County (-49.1%), Bradford County (-46.3%), Susquehanna County (-40.7%), Schuyler County (-38.6%), and Steuben County (-37.2%) were especially hard hit in this age cohort. The existence of university or college centers in the other counties helps explain the lower rates they experienced for this age group. In fact, Tompkins County presents a completely different picture of youth migration.

Unlike the other counties, Tompkins County had an overall net inmigration of 5,626 (14.5%) for these four age cohorts from 1980 to 1990. There was a drastic increase in the 10-14 age cohort (100.7%) and an almost equally dramatic increase in the 5-9 age cohort (85.0%). These two cohorts accounted for an estimated increase of 17,846 young migrants into the county. For the 15-19 and 20-24 age cohorts the opposite occurred. They had outmigration rates of -37.3% and -71.0% respectively. The 12,200 net out-migrants in these two cohorts did not offset the large number of inmigrants in the two younger cohorts. Thus, the 1980s saw an overall inmigration of young persons into Tompkins County.

Tompkins County therefore tends to skew the migration numbers for the region as a whole. Separating Tompkins County from the other eight counties (see Table A2 in Appendix A) more clearly shows the heavy outmigration in the 10-14 and 15-19 age cohorts in the region. The regional outmigration totals without Tompkins County included are 9,267 (-19.2%) and 13,503 (-24.8%) for the two age cohorts respectively.

Thus, the number of young entry-level workers in the region in the 1990s will be impacted by two forces. First, the absolute number of young people aged 10-24 at the start of the decade is significantly smaller than in 1980. Second, if the outmigration rates for this age range are similar to what they were in the 1980s, then the region will lose a sizeable portion of its entry level workforce due to their leaving the region. A smaller pool of young workers is one force which will make employers turn to non-traditional labor sources (retirees, displaced workers, persons with disabilities, senior citizens, immigrants, discouraged workers, the economically disadvantaged, and the long-term unemployed) to fill entry level positions. Persons in these groups have historically been the least educated and lowest skilled entrants into the labor market. This may contribute to the "skills mismatch" discussed below.

5. **"Skills Mismatch"** - The changing occupational structure is a major reason many analysts predict a "skills mismatch" in the 1990s. Many analysts believe the growth in service occupations and the resultant change in the occupational structure will require an increase in the educational and skill level in the workforce. (Mishel and Teixeira, pg. 1) It is felt the growth occupations in the service sector are positions which require relatively high education and skill levels. The job content of existing positions is also changing. Many analysts feel technology is fueling an increase in skill requirements for existing positions. In the 1990s these changes are to occur at the same time minorities, immigrants, and other non-traditional, low-skill entrants make up a larger share of all workforce entrants. (Mishel and Teixeira, pg. 1) The outcome is the predicted "skills mismatch" of the "labor shortage" viewpoint. In this viewpoint employers in the 1990s will struggle to fill jobs requiring high skill and education levels, and will increasingly be forced to turn to lower-skilled and lower-educated workforce entrants.

B. Goals

The proposed goals of this research were determined with the "labor shortage" viewpoint in mind. The research was to identify the potential pool of workers in nine counties making up the Southern Tier of New York State (Broome, Chemung, Schuyler, Steuben, Tioga and Tompkins Counties) and the Northern Tier of Pennsylvania (Bradford, Tioga, and Susquehanna Counties), to gather information on the characteristics of this labor pool, and investigate employment barriers which make it difficult for these individuals to enter the workplace.

1. Identify the Potential Labor Pool and Its Characteristics - The potential labor pool investigated includes persons not working who were actively seeking work, discouraged workers (people who aren't working and are not actively seeking work, but who would work if a job was available), and involuntary part-time workers (persons working part-time who would prefer to work full-time). Special attention was paid to people trying to reenter the labor force who have been out of it for some time and persons trying to enter the labor force who have not worked previously.

Identifying the characteristics of the potential labor pool in the nine-county region was one of the three main goals of this project. Data was obtained on characteristics such as age, sex, occupation, education levels, reading level, single parent, etc.. There are two secondary sources that collect this type of information at the local level, the Department of Labor (DOL) and the Job Training Partnership Act (JTPA) Program. Primary data on these characteristics was also gathered through a telephone survey. As much of this data as possible is incorporated in the body of the report in the discussion of employment barriers. The data not used in the body of the report is presented in table format in the appendices.

2. **Identify Employment Barriers** - The other main goal of this project was to identify employment barriers which potential workers must overcome in order to get into the workplace. These barriers are far reaching and range from a lack of transportation to child care and can be very severe or only a small hurdle as the case may be. This report will discuss these barriers, their severity, and the degree to which they differ from county-to-county in the region.

Much of the in-depth information gained on employment barriers was gathered from personal interviews with employment professionals in the region. This information was combined with the results of the telephone survey and secondary data to analyze the employment barriers.

3. **Raise Employer Awareness About Labor Market Issues** - Except for the larger, more sophisticated businesses, most employers in the region are so consumed with the day-to-day running of their operations, there is little time available or thought given to long-range workforce planning. But if worker skills are "the critical ingredients for future prosperity" (Kozlowski, *Tomorrow*, pg. 7), then employers, large and small, should be concerned about the future availability and skills of the labor force. There currently is a lot of concern in the business community for the school-to-work transition and the skills students have when they leave high school. Many employers have become active in programs to improve this process. Still, there needs to be more interest in other areas, especially with regard to the existing labor supply. All employers need to be made aware of the demographic changes occurring in

the region. Even though currently there is a labor surplus, this may not be the case as economic growth forces employers to increase the size of their workforce. In the near future, employers may be faced with a skills crisis and may need to overcome the employment barriers identified in this study to staff their organizations. This will be the case if, for example, they must turn to the potential workers in the region who have low education and skill levels, who have not worked in years or at all, who can't find child care, or who don't have a reliable means of transportation. This report aims to raise employer awareness about these issues and increase their understanding of the problems facing many of these potential workers.

4. **Basis for Further Research** - This report should be of benefit to individuals and/or institutions the choose to do similar labor market research at the county or multi-county level. By identifying existing sources and types of county-level labor market data available, it should be easier for others to access this information in the future. The adapted survey instrument used to gather primary labor market data at the local level is included in Appendix E. Agencies whose employment professionals have a wealth of knowledge concerning the labor market were interviewed. The interviews proved to be highly successful in gaining an in-depth knowledge of current labor issues. (Appendix D) Hopefully, persons undertaking similar research can build on this work.

C. Current Labor Market Reality in the Twin Tiers

The current labor market reality in the region is that employers presently are not facing an overall labor shortage and are not forced to look to low-skilled, low-educated and non-traditional workers to fill job openings. In fact, according to labor market analysts, Job

Center and Employment Office directors, and human service agency professionals involved in workforce training, employers are currently in the "driver's seat" when it comes to the regional labor market. And even though many employers are experiencing a growing problem with skills shortages, they are looking more toward improving education and the school-to-work transition to amend this problem than focusing on the existing potential labor supply. It is therefore the unemployed and those out of the labor market, particularly low-skilled, low-educated persons in the region, who are currently experiencing the most difficulties.

1. **The Local Economy** - To better understand the local situation, the study looked at the reasons why there has not been a general labor shortage in the Twin Tiers. One reason is the slow recovery of the region particularly the Southern Tier of New York State (NYS) from the recent national recession. "Although the national recession officially ended in March 1991, the Southern Tier Region continues to experience a significant erosion of its economic base." (Kozlowski, *Tomorrow's* pg. 19) The economic woes of the Southern Tier according to labor market analyst, Joe Kozlowski, first began at the end of 1988. Since then defense spending cutbacks, corporate restructuring, layoffs and plant closings have taken a heavy toll on the region's economy. Manufacturing jobs have fallen 22% (17,500) since May 1988. (Kozlowski, *Focus*, pg. 2) Examples include the corporate downsizing at IBM, which has pared its workforce from 11,000 in the mid-1980s to just over 5,000; the closing of Victory Markets Distribution Center; and the loss of thousands of high paying jobs with defense contractors such as Martin Marietta, CAE-Link, and Amphenol. (Kozlowski, *Focus*, pg. 2) Defense cutbacks have also hurt spin-off businesses which cater to the defense contractors. In addition, the loss of high-paying manufacturing and defense industry jobs has meant the loss

of over $400 million dollars in purchasing power to the region. (Kozlowski, *Tomorrow's*, pg. 2) The result has been a local and regional economy which has not experienced an economic recovery like the rest of the nation, so even though the labor force is growing slowly it has still outpaced the rate of job growth in the region.

2. **Restructuring of The Workplace** - Another factor contributing to the slow rate of job growth is the changing structure of the workplace within many organizations in the region. The movement to high performance work teams is creating organizations which are "doing more with less." This means they are using fewer workers and have fewer layers of bureaucracy to perform the same tasks. (Kozlowski, *Tomorrow's*, pg. 2) Thus, companies which laid-off employees during the recession are not hiring workers back even as business increases. Instead companies are asking existing employees to do more or they are using temporary workers to cover increases in work flow. Scores of older middle managers have found themselves on the unemployment line as organizations flatten themselves out in restructuring or move to high performance work teams. These managers are having extreme difficulty in a local labor market where many of their skills are no longer needed. As in the case of many dislocated IBM managers, a large percentage of this group are victim to having outdated skills, a thorough knowledge of an organizational structure which has been replaced, and an unpreparedness for the changes which have occurred. Many of these managers have risen to positions with extremely high salaries with no higher than a high school education. They are now forced to compete for much lower paying jobs with college graduates. Loss of status and low self esteem are critical issues facing this group.

3. **Oversupply of Labor** - Therefore, instead of facing the general labor shortage many predicted, employers who are offering moderately good-paying jobs are flooded with applicants. It is not uncommon for these employers to have hundreds of applicants for a single job opening. Most employers have had no need to look to non-traditional sources of labor to fill their job openings. They are getting the pick of the market when it comes to hiring. The businesses that are using non-traditional labor sources are those which have depended on the youth market to fill low-skill, low-paying entry level positions (fast food, retail, etc.).

On the other hand, employers are witnessing an increasing skills gap between the positions they need to fill and the general workforce. For most employers this currently translates into a screening or training problem. Either more and more applicants need to be screened for positions requiring higher skills or workers are hired and provided the training to give them the skills they lack. The critical problem here is the demand for employees with developed communication, thinking, and adapting skills is further distancing non-traditional, low-skill and low-education workers from good-paying jobs, further widening the gap between the haves and have nots. They are now competing with recent college graduates and laid-off middle managers for these positions.

Therefore, even though employers are experiencing some difficulties filling some positions requiring higher skills, two groups of potential workers are suffering from the present economic environment in the local labor market. The first group is the low-skilled, low-educated and non-traditional workforce. The increased responsibilities, education levels, and skill requirements of most good-paying jobs, and especially those in high performance work organizations, makes it increasingly difficult for these workers to compete. This group is probably the most at risk from the workplace changes occurring in the 1990s. The older mid-level managers who have been displaced by down-sizing and corporate restructuring are the other group who are not doing well in the present situation. They are being forced late in their working careers to adapt to a changing work environment where their skills and experiences are becoming outdated. Their chances are poor of gaining a similar position in this region with the same pay and status they enjoyed through most of their careers. They are being forced to adjust and learn new skills, take a cut in pay and status, or leave the area.

The bottom line is that in the current labor market, employers have been better off than most job seekers. Many of the potential labor problems for employers have been masked by the current oversupply of labor. The belief at the start of this research that employers in the region would be deeply involved and have a great stake in addressing employment barriers was weakened by the present labor surplus in the region. Employment barriers have been and remain of greatest concern for potential workers and the professionals in human service agencies whose job it is to help them overcome these barriers. If a strong economic upturn (the present economy is growing at a strong rate of 3.4%) depletes the current excess labor supply, it will reveal the labor and skills shortages many predicted. At that point more employers may find themselves suddenly very interested in the employment barriers facing potential workers. Hopefully at that point, it will not be too late for employers to effectively do something about them.

II. HIGHLIGHTS

A summary of the highlights of the research conducted for the nine county bi-state region to determine who will make up the future workforce, their characteristics and the employment barriers they face is listed below. They are recorded under the appropriate subheading of Labor Supply & Characteristics and Employment Barriers.

A. Labor Supply & Characteristics

- The labor shortage predicted for the nation in the 1990s has not yet occurred in the region due to its slow recovery from the national recession, defense cutbacks, corporate downsizing, and the movement to high performance work teams.
- Most employers have had no need to look to non-traditional sources of labor to fill their job openings. They are getting the pick of the market when it comes to hiring. The businesses that are using non-traditional labor sources are those which have depended on the youth market to fill low-skill, low-paying entry level positions (fast food, retail, etc.)
- In the current labor market, employers have been better off than most job seekers. Many of the potential labor problems for employers have been masked by the current oversupply of labor.
- Three groups of potential workers suffering most from the present economic environment in the local labor market are: the low-skilled and low-educated workers, non-traditional workers, and the older mid-level managers, technicians, and professionals who have been displaced by corporate restructuring and defense cutbacks.
- The potential pool of young workers aged 10 to 24 years-old in the region shrunk by over 37,000 persons (19%) from 1980 to 1990.

- The number of young entry-level workers available in the region in the 1990s is impacted by two forces: the absolute number of young people aged 10-24 which in 1990 is significantly smaller than in 1980, and if the outmigration rates for this age range in the 1990s is similar to those in the 1980s (-18.7%) the region will lose a sizeable portion of this smaller entry-level workforce.
- Every county in the region except Tompkins County experienced an outmigration of young persons from 1980 to 1990. Most of the counties had outmigration rates between 15% and 25% for persons aged 5 to 24 years old. Minus Tompkins County the region as a whole experienced a net outmigration for these age cohorts of 25,451 persons from 1980 to 1990.
- One quarter of all survey respondents were discouraged workers and another 28% were involuntary part-time workers. This reinforces the belief unemployment numbers are too low and don't adequately show the severity of the labor problem.
- A large percentage of the dislocated workers are victims of having outdated skills. They didn't keep up with the changes in technology and upgrade their skills. They are now forced to compete with recent college graduates for much lower paying jobs.
- Employers are witnessing an increasing skills gap between the positions they need to fill and the general workforce. The demand for employees with developed communication, thinking, and adapting skills is further distancing non-traditional low-skilled, and low-educated workers from good-paying jobs thus widening the gap between the haves and have nots.

B. Employment Barriers

- All of the counties in the region are moving toward or already have a central location where employment services are delivered to potential workers.
- One of the most critical employment barriers in the region is the local economy and the lack of jobs. Layoffs, plant closings, defense industry cutbacks and a slow recovery from the national recession have had a profound effect upon the employment situation in the region. Over 15,000 workers have lost their jobs in the Binghamton Metropolitan Statistical Area (MSA) since 1988 due to plant closings and/or layoffs.
- Even as the economy improves, many of the companies which had layoffs earlier in the 1990s are not calling workers back even as their business increases. They have either adopted high performance work teams, continue to get by with fewer employees, or they are using temporary employees to take care of excess work.
- High-paying manufacturing and defense industry jobs in the region with average weekly wages of $659 have been lost while many of the service occupations which are replacing them are low-skill, low-paying positions. The average weekly wage for the service sector is $399, which is $260 less than the average weekly wage in the manufacturing sector.
- A significant barrier for dislocated managerial, professional, and technical personnel has been the lack of jobs in their field.
- Transportation is the most serious employment barrier for all the rural counties in the region but one, Tioga (NY). It is felt by many to be the most difficult employment barrier to overcome. Tioga County (NY) is the only rural county in the region with a fully developed public transportation system.

- The low pay of many available jobs (especially service sector jobs) combines with a potential loss of benefits to form a significant employment barrier for many persons looking for work. Often, it does not make economic sense for people receiving welfare benefits to take a low-paying job without benefits.
- Education is an extremely important factor to the employability and earnings of potential workers. Women and men with some college education are most likely to have adequate employment and least likely to be unemployed. It will continue to become more important as technology fuels changes in the job content of many positions.
- Unemployed persons are twice as likely to have dropped out of high school than the rest of the workforce. Persons who have dropped out of high school are also more likely to be involuntary part-time workers and working poor than the rest of the workforce.
- Low-skilled, low-educated job seekers have become increasingly squeezed by the rising skill and education requirements of entry-level positions and the increased competition for these jobs. The majority are forced to accept low-paying, service sector jobs if they want to work.
- Job seekers who possess reading, math, computation, and learning skills are faring better in the changing labor market than those who lack these skills but possess some specific job skill.
- Technology and job content are changing so fast the employers increasingly need employees with good basic skills who can learn new technologies and adapt to the swift changes happening in the workplace. Rapid technology advances require existing employees as well as potential workers to upgrade their skills.

- The general agreement of the employment professionals interviewed is that improving the overall basic job skills of all potential workers as opposed to training for any one or two specific job skills is what is most needed in the region. Even though many technical skills are in demand in the region, it is the overall basic skills of the workforce which need upgrading.
- The lack of understanding of on-the-job behaviors and habits makes it extremely difficult for long-term welfare recipients to hold a job even after they find one. Some of the habits and behaviors these people fail to understand are; getting to work on time, knowing how to get along and cooperate with others in the workplace, taking time off from work, and handling conflict in work situations.
- To combat the lack of work experience among welfare clients, the human service agencies in the region operate a number of work experience and volunteer programs to get clients to work, to give them some work skills, and to let them gain some experience in the workplace.
- Low self-esteem often leads to low motivation to discourage job search efforts by potential workers. Human service agencies in the region do not have the manpower or resources to overcome the deep-rooted problems at the base of this employment barrier for most of their clients.
- Like transportation, the availability of child care is a much greater employment barrier in the rural portions of the region. There tend to be far fewer child care centers in rural areas. The majority of child care is provided in private homes by relatives.

- The greatest child care issue is not a lack of child care assistance programs, but rather a lack of qualified and affordable child care providers especially in the rural parts of Bradford, Schuyler, Tioga (PA), and Tioga (NY) Counties.
- Poor job search skills is a common employment barrier, but one which employment professionals are able to effectively overcome with their clients.
- The perception that being too old is an employment barrier is greatest among older people themselves. Though there may be some age discrimination in the labor market, the belief they are too old is a greater problem for older people.

III. POTENTIAL WORKERS AND THEIR CHARACTERISTICS

A. Potential Workers

1. **Official Unemployment Figures** - The most obvious measure of the number of potential workers in an area is the official number of unemployed persons. The number of unemployed persons in an area measures the number of job seekers who are actively seeking work. This means they have looked for work within the four week period prior to when the data for this measure is collected. Tables B8 and B9 in Appendix B gives the 1990 and 1993 annual averages for employed persons, unemployed persons, and the total workforce for the nine counties in the region.

The first point of note is the size of the active workforce in the nine counties has had negligible growth since 1990. The total active workforce for the region increased from 342,200 workers in 1990 to 342,300 in 1993. This is an increase of only 100 workers or .03% from 1990. The number of total workers is actually on the rebound from 1991 and 1992 when the total number of active workers in the region dipped to 341,000 and 340,200 respectively. Though these figures coincide with the national recession, the extremely slow growth in the size of the workforce can also be partly explained by the population changes predicted by demographers.

The number of employed persons in the nine counties fell from 326,900 in 1990 to 320,900 in 1993. This is a drop of 6,000 employed workers from 1990 to 1993. The annual average of employed persons for the region hit a low of 316,600 in 1992. These figures can no doubt be directly attributable to the region's slow recovery from the national recession and the downsizing of companies in the region. Broome County alone had over 4,000 less employed persons in 1993 than in 1990.

The number of officially unemployed persons in the region has jumped up considerably since 1990. In 1990 the annual average of officially unemployed person was 15,300. This figured jumped up by 40% (6,100 officially unemployed persons) to 21,400 in 1993. The 1993 annual average is actually 2,200 less than the high of 23,600 officially unemployed in 1992. Broome county has seen its official number of unemployed persons increase from 4,000 in 1990 to 6,700 in 1993. The regional annual average unemployment rates for 1990 and 1993 are 4.5% and 6.3% respectively.

The rise in the number and percentage of persons in the region who are considered officially unemployed in the 1990s has increased the size of the potential workforce and has helped override any possible labor shortages in the decade.

2. **Discouraged and Involuntary Part-time Workers** - Though official unemployment figures are the most evident and most used numbers to analyze labor market conditions and the size of the potential labor force, the potential workforce in an area is not limited to only those persons who are officially unemployed. Discouraged workers and involuntary part-time workers are potential sources of labor which are not included in official unemployment counts.

Discouraged workers are persons who are not working and have dropped out of the workforce because they were unable to find a job. Individuals are officially classified as discouraged workers if they have not looked for work in the past four weeks. They are not included in official unemployment statistics.

Involuntary part-time workers are persons who are employed part-time (less than 35 hours a week), but who desire full-time work. They also are not included in official unemployment statistics.

Past studies have measured the percentage of discouraged and involuntary part-time workers. U.S. Census Bureau data from the Current Population Survey was used by Penn State University and the Pennsylvania (PA) State Data Center to measure the percentage of discouraged and involuntary part-time workers in the state in the 1986-88 time period. They found that 4.2% of the workforce was made up of involuntary part-time workers and 1.6% of the workforce was discouraged workers. The official percentage of unemployed persons was 6.4%. (Casper, Cornwell, and DeJong, page 5)

A 1981 University of Florida study measured the percentage of discouraged and involuntary part-time workers in the workforce for a rural county in that state. The telephone survey used in the current project was modeled after this University of Florida study. The University of Florida study was comprehensive enough to project discouraged worker and involuntary part-time worker rates for the entire county. The study found that 6.6% of the workforce was made up of discouraged workers and 3% were involuntary part-time workers. The official percentage of unemployed persons was 11.8%. (Carter, pg. 28)

The data from the phone survey conducted for the current project does not allow one to project discouraged worker and involuntary part-time worker rates for the entire workforce. The sample is made up of only persons not working who want a job and part-time workers who want full-time work. Persons who were working full-time and part-time workers who did not want full-time work were not surveyed. The sample is also representative of lower-income households which may tend to include more involuntary part-time and discouraged workers. Nevertheless, the findings from this survey indicate involuntary part-time and discouraged workers are certainly present in the region. Part-time workers who wanted full-time work made up 28.1% of the respondents to the survey. This means more than one out of four potential workers identified in the survey are involuntary part-time workers. Of the remaining 71.9% of respondents who were not working and wanted a job, one quarter, 25.5%, had not looked for work in the four weeks prior to being surveyed and can be considered discouraged workers.

The potential workforce in the region is therefore made up of the 21,400 officially unemployed persons plus the discouraged and involuntary part-time workers in the region. Using the regional unemployment rate and past studies as a guide, one could conservatively estimate discouraged and involuntary part-time workers make up at least 5% of the workforce. This adds an additional 17,100 potential workers to the official unemployment count. An aggressive estimate of 10% adds 34,200 person to the potential workforce. The actual number of discouraged and involuntary part-time workers probably falls somewhere in between.

B. Characteristics of the Potential Workforce

The best information available to describe the characteristics of the potential pool of labor in the region is gathered by the NYS and PA DOLs. They collect data on both persons receiving Unemployment Compensation (UC) benefits and those using the local Job Centers (in PA) and Labor Exchange offices (in NYS) for employment services. This report is concerned with both groups of individuals. Two notes: UC beneficiary data is only for the six

NYS counties in the region. UC beneficiaries in PA are included in the data for Job Center applicants. In addition, data from Sullivan County (which is outside the study region) is included with Bradford County data and Susquehanna County data is represented by applicants to Job Centers in Montrose and Carbondale. A high percentage of Susquehanna residents go to the Carbondale Job Center which is in Lackawanna County.

Information on the characteristics of the economically disadvantaged potential workers in the region is best represented by data on participants in the region's JTPA Programs which was provided by the three Service Delivery Areas (SDAs) in the region. The data from all sources is described more fully and in more detail in Section VI.

This section of the report reviews data on four basic characteristics: age, sex, ethnic background, and occupation. Data on other characteristics: education, economically disadvantaged, handicapped, welfare status, etc. are discussed in the section of the report which deals with employment barriers. Data tables for all characteristics are provided in the appendices.

1. **Age** - Tables B1a and B1b in Appendix B give the age breakdown for DOL applicants and UC beneficiaries by county and the entire region. Persons aged 55 and over make up 11.8% of UC beneficiaries and 8.3% of Labor Exchange and Job Center applicants. Broome County has the highest percentages in this age group with 13.2% of UC beneficiaries and 12.7% of Labor Exchange applicants. This is the age group most likely to encounter being too old as an employment barrier.

Persons aged 40-54 also may face age as an employment barrier. Broome County also has high percentages in this age group. In Broome County 28.1% of UC beneficiaries and 24.2%

of Labor Exchange applicants are aged 40-54. The regional percentages are 27.4% for UC beneficiaries and 21.6% for Labor Exchange and Job Center applicants. Tioga County (NY) ranks highest in the region for this age range. Of UC beneficiaries in Tioga County (NY) 29.4% are aged 40-54 as are 26.5% of Labor Exchange applicants. Broome County and Tioga County (NY) are the two counties in the region which have been hardest hit by layoffs to older mid-level managers, technicians, and professionals.

Job Centers in PA receive the greatest percentage of job service applicants in the under-20 age range. Bradford-Sullivan Counties, Tioga County (PA), and Susquehanna County (Montrose-Carbondale) have 9.9%, 11.2%, and 11.5% respectively in this age group. Steuben County and Chemung County also have a relatively high percentage of applicants to their Labor Exchange offices in this age range, 10.6% and 9%, respectively. The percentage of job service applicants in this age group for the region is 8.5%. Persons less than 20-years old make up a far smaller percentage of UC beneficiaries. Only 1.6% of UC beneficiaries in the NYS portion of the region are in this age group.

JTPA participants are much more heavily represented by youths than older persons. This is due to the many youth programs which fall under JTPA funding. JTPA age data by SDA is provided in Table C3 in Appendix C.

2. **Sex** - The sex of Job Center and Labor Exchange applicants and UC beneficiaries is given in Tables B2a and B2b. In both cases there are more males represented than females. A greater percentage of the region's NYS UC beneficiaries are male than are Job Center applicants. In the region 64.4% of the region's NYS UC beneficiaries are men and 35.6% women. Labor Exchange and Job Center applicants are split 57.6% males and 42.2% female.

JTPA participants, which tend to be the more economically disadvantaged potential workers in the region, consist of many more women than men. Of JTPA participants 61.2% are female and 38.8% are male. The sex of JTPA participants by SDA are shown in Table C2 in Appendix C.

3. **Ethnic Background** - The ethnic background data from the DOLs is in Tables B3a and B3b. Ethnic background data on JTPA participants is in Table 5C in Appendix C. All the data on ethnic background points to the low percentage of minorities in the area. In the region, caucasians make up 90.8% of Labor Exchange and Job Center applicants and 91.6% of JTPA participants. Nearly all of the region's NYS UC beneficiaries are caucasian, 96.7%.

The majority of potential workers in the region with an ethnic background other than caucasian are centered in Broome and Chemung Counties. Nearly 25% of Broome County's and just under 15% of Chemung County's Labor Exchange applicants are non-whites. Still, only around 5% of each of these two counties' UC beneficiaries are non-whites.

The PA side of the border has a particularly homogeneous potential workforce. The percentage of caucasians making up the applicants to the Job Centers in Tioga County (PA), Bradford-Sullivan Counties, and Susquehanna County (Montrose-Carbondale) is 98.6%, 98.8%, and 98.6% respectively.

4. **Occupations** - The NYS and PA DOLs provided the only occupational data for potential workers in the region. This data is provided in Tables B5a, B5b, B5c, and B5d in Appendix B. This data is difficult to compare because the region's NYS UC beneficiaries are categorized differently than are Job Center and Labor Exchange applicants.

The most striking aspect of the occupational data is the high percentage of labor exchange applicants in Broome County and Tioga County (NY) in professional, technical, and managerial occupations. This provides evidence of the vast number of persons who have lost their jobs in those occupations. In Broome County 44.5% of Labor Exchange applicants are in these three occupations and in Tioga County (NY) 39.3% are. Tompkins County and Schuyler County also have a high percentage of Labor Exchange applicants in this occupational class with 36.8% and 33.8% respectively falling in the professional, technical, and managerial fields.

The PA counties have a correspondingly low representation in the professional, technical, and managerial occupations. Job Center applicants in these occupational classes for the July 1993 to March 1994 time period make up 12.7% of applicants in Bradford-Sullivan Counties, 13.5% in Susquehanna County (Montrose-Carbondale), and 14.1% in Tioga County (PA).

Clerical, service, packaging and material handling, structural work, and benchwork are the other common occupations represented by Job Center and Labor Exchange applicants.

The occupations of the region's NYS UC beneficiaries are not broken into as many categories as are Job Center and Labor Exchange applicants. The region's NYS UC beneficiaries are heavily represented by blue collar occupations. Persons in blue collar occupations make up 68.4% of these beneficiaries. Meanwhile, individuals in professional, technical, and managerial occupations make up less than 13% of the region's NYS UC beneficiaries.

IV. EMPLOYMENT BARRIERS

In this portion of the report the findings on the employment barriers which make it difficult for potential workers to look for or find a job are presented. Much of the in-depth understanding of how barriers work to hinder people interested in working was gained from the interviews of employment professionals in the region. Information from all the data sources was pulled together to analyze these barriers. A copy of the interview format is provided in Appendix D.

The professionals were asked to rate the employment barriers in their county and present the average and overall ratings for each employment barrier in Table D1 in Appendix D. These ratings provide some indication of the severity of each barrier in the region. From these employment professionals it was learned all employment barriers work together to make it difficult for potential job seekers to find work. Many disadvantaged persons are beset with a variety of these barriers making it much more difficult for them to overcome the barriers. It was found throughout the course of the study some barriers tend to exist together or are closely related. In those cases they are grouped together in the analysis.

The survey results provide insight into the perceptions of job seekers with regard to employment barriers. In some cases their perceptions are different from those of the employment professionals. In those instances possible explanations why this might be the case are offered. Data and tables from the survey are included throughout this section of the report. Additional tables and the survey format are contained in Appendix E.

Data from the NYS and Pennsylvania DOLs and the regional JTPA Programs is used to discuss the area's employment barriers. Data tables from the DOLs are in Appendix B and JTPA data tables and definitions are in Appendix C.

A. Economy/Lack of Jobs/Lack of Job in Field

1. High Unemployment - Certainly, one of the most critical employment barriers in the region is the local economy and the lack of jobs. Layoffs and plant closings have had a profound effect upon the employment situation in the region. Over one third, 37.3%, of the job seekers interviewed in the survey lost a job because of a plant closing or layoff. (Table 2) Only 21% of the 86 persons laid-off expect to be recalled to work. It is, therefore, not surprising that over one third (37.5%) of the 304 respondents in the survey who identified which barrier they felt was the greatest barrier to their looking for or finding a job said the economy or lack of jobs. The next highest response was 9.5%. Table 3 gives the percentage of responses for each barrier to this question.

Table 2
Percent of Workers out of Work Due to Plant Closing or Layoff

N = 338	Percent Yes	Percent No
Are you out of work because of a permanent plant closing?	11.3	88.7
Are you currently laid off from work?	26.0	74.0

The employment and training professionals interviewed also placed a great deal of importance on the difficulties the lack of jobs in the local economy presented for job seekers, but they did not so overwhelmingly agree the lack of jobs was the greatest employment barrier facing job seekers. They all rated the lack of jobs as at least a problem and a little over half, 58%, rated it as a severe or very severe problem. But two other barriers, transportation and available jobs paying too little, received a higher severity rating and three others received a rating equal to the economy and lack of jobs. (Appendix D, Table D1) It is important to note the degree of importance the professionals placed on the availability of jobs differed by county.

Table 3
Greatest Barrier to Employment

N = 304	Percent
Economy/Lack of Jobs	37.5
Lack of Education	9.5
Child Care	7.6
Too Young or Too Old	7.6
No Jobs in Field	6.9
Health/Injury/Disability	5.3
Lack of Work Experience	4.3
Lack of Job Training	3.6
Transportation	3.9
No Jobs Pay Enough	3.0
Discouraged	1.3
Other	14.8

The professionals in Broome, Tioga (NY), Susquehanna, Schuyler, and Tioga (PA) Counties all placed a greater emphasis on the lack of jobs as an employment barrier than professionals from the other four counties. Tioga (PA), Schuyler, and Susquehanna Counties are all rural counties in which large portions of their population are geographically distant from any major employment center and therefore are chronically lacking in job opportunities. They traditionally have the highest unemployment rates in the region. But Susquehanna County is also tied in with the fortunes of Broome County. According to 1990 U.S. Census data, 25% of the workers who live in Susquehanna County commute to Broome County for work. Therefore, the reasons why a lack of jobs has become increasingly important in Broome County and Tioga County (NY) are also affecting workers living in parts of Susquehanna County.

Unemployment rates give some indication of the decline in the job situation in the region, particularly for Broome and Tioga (NY) Counties. Table 4 gives the yearly average unemployment rates for each of the nine counties and the Binghamton MSA (Broome County and Tioga (NY) County) since 1990. Also included is the most recent unemployment rates which are for June 1994. Employment data for 1994 should not be compared with prior years because the federal government revised how it determines unemployment rates in January 1994. One must therefore use caution when including 1994 data with data from prior years. The table indicates all nine counties were affected by the national recession. Unemployment rates climbed upward in 1991, peaked in 1992, and began to move back down for most counties in 1993. By 1993 a number of counties (Chemung, Steuben, Tioga (PA), and Tompkins) had unemployment rates falling back toward those of 1990. But in 1993 Broome County, Tioga County (NY), and Susquehanna County still had unemployment rates well above those in 1990. The average unemployment rate for the Binghamton MSA remained 2.6 percentage points higher in 1993 than 1990. The June 1994 unemployment rates for Broome County, Tioga County (NY), and Susquehanna County are the highest in the region. This is quite a change for Broome County and Tioga County (NY) which at the beginning of the decade had two of the lowest unemployment rates in the area.

Table 4
Average Unemployment Rates (1990 to 1993, & June 1994)

	1990	1991	1992	1993	June 1994
United States	5.5	6.7	7.4	6.8	6.0
New York State	5.2	7.2	8.5	7.7	7.1
Binghamton MSA	3.9	5.8	6.6	6.5	7.4
Broome County	3.9	5.7	6.6	6.6	7.4
Chemung County	4.6	6.7	6.9	5.6	6.0
Schuyler County	5.3	7.8	8.7	7.6	6.3
Steuben County	5.1	7.4	8.2	6.6	6.8
Tioga County	4.0	5.8	6.5	6.2	7.4
Tompkins County	2.6	3.9	4.2	3.6	3.8
Pennsylvania	5.4	6.9	7.5	7.0	5.9
Bradford County	5.6	7.3	8.0	7.0	5.8
Susquehanna County	6.8	8.3	9.5	9.0	7.2
Tioga County	7.6	8.3	8.1	7.9	6.3

2. **Involuntary Part-time and Discouraged Workers** - Unemployment rates do not tell the whole story of labor distress. In the survey two sets of potential workers were interviewed: 1) persons who were not working at all and want a full-time or part-time job and 2) persons

Table 5
Respondents Not Working and Involuntary Part-time Workers

N = 338	Percent
Involuntary part-time workers	28.1
Not working and would like either part-time or full-time work	71.9

working part-time, but who would prefer to work full-time if they were able and could find a full-time job (involuntary part-time workers). Table 5 gives the breakdown of these survey respondents. Over a quarter of the respondents are involuntary part-time workers. This group is never included in unemployment statistics, but they are still a potential source of labor.

In addition, many persons drop out of the active labor pool or move out of an area when economic conditions become poor. When this happens unemployment rates may appear better than they are because people who are not actively seeking employment are also not considered unemployed. Persons who are not working and would like a job but who are not actively seeking work are considered discouraged workers. The survey showed there are quite a few discouraged workers in the region.

Table 6 shows the degree of job search activity of the survey respondents. Almost 90% had looked for work in the past year, but only two thirds, 67.2%, of all respondents looked for work in the past four weeks. Of the 243 respondents who were not working at the time of the survey one fourth, 25.5%, had not looked for work in the past four weeks. These respondents are considered discouraged workers and not in the active labor pool. Still, they should be considered part of the potential labor supply. Overall, 64.2% of respondents said they had become discouraged looking for work. Yet 97% of all respondents said they would look for work in the next 12 months.

As unemployed workers become discouraged and drop out of the active labor pool, the official count of the civilian labor force declines. This tends to keep down the unemployment rate. For example, in the Binghamton MSA in 1990 there was an average of 125,500 employed residents. This is by far the largest labor pool in the region. But by 1993 this

Table 6
Amount of Job Search Activity

N = 338	Percent Yes	Percent No
Have you looked for work in past year?	88.7	11.3
Have looked for work in past four weeks?	67.2	32.8
Do you plan on looking for work in next 12 months?	94.4	5.6
Have you become discouraged looking for work?	64.2	35.8

number fell by over 5,000 workers to 120,400 employed residents. During this time the average number of official unemployed persons reported by the NYS DOL increased by 3,200. Subtracting this from the decline in employed persons, means almost 2,000 persons dropped out of the active labor pool. These people have either moved out of the area, retired, or became discouraged workers.

3. **Job Situation in Binghamton MSA** - The declining job situation in the Binghamton MSA has come about for a number of reasons. The Binghamton MSA has had a particularly slow recovery from the national recession. Declining national defense budgets, corporate restructuring and downsizing, and the organizational shift to high performance work teams have all contributed to the job decline in the Binghamton MSA. Every county in the region has been affected by one or more of these forces, but not to the extent that Broome and Tioga Counties (NY) have been hit.

Federal defense budget cutbacks have played a large role in the economic distress of the Binghamton MSA. Much more so than in any other local economy in the region, the economy of the Binghamton MSA is tied to federal defense spending. The drop in the federal defense budget has been the reason for layoffs and plant closings at CAE-Link, Dovatron, Ebonex, Loral (formerly IBM-Owego), and Martin Marietta all located in the Binghamton MSA. The number of lost jobs has numbered in the thousands. These closings and layoffs negatively affect other spinoff businesses which are tied to the defense industry and deplete the purchasing power in the area because of lost salaries and wages.

The Binghamton MSA has also been particularly hurt by the recent wave of corporate restructuring and downsizing with the IBM layoffs being the most visible consequence of this. In the last six years over 5,000 IBM workers have lost their jobs.

Changes in the way organizations are doing business have also affected the demand for labor. The move to high performance work teams calls for each lower level worker to be able to do more, have more skills, and contribute more to the organization. This organizational change enables companies to do more with fewer employees and eliminates layers of middle management thereby decreasing the demand for labor. It also demands a greater set of skills and greater performance from lower level employees. Job screening has become rigorous for positions with companies who have adopted these systems. Currently, it is mainly large companies which have made these organizational changes. But according to one county director for the DOL, this change in the way companies are doing business is as profound a change as the Industrial Revolution.

All told, since 1988 over 15,000 workers have lost their jobs in the Binghamton MSA because of plant closings or layoffs. Many of these positions were higher paying salaried jobs. Even as the economy improves, many of the companies which had layoffs earlier in the 1990s are not calling workers back even as their business increases. They have either adopted high performance work teams, continue to get by with fewer employees, or they are using temporary employees to take care of excess work. The result is a labor market in which supply continues to outstrip demand.

4. **Low-skilled and Low-educated Job Seekers** - The low-skilled and low-educated job seekers are particularly disadvantaged in the current job situation. When jobs are limited, the competition for them is keen. All professionals in the region concurred it is an employers market when it comes to labor. These professionals told of numerous instances where local employers received hundreds of applications for a single job opening. Many larger employers have therefore upped the qualifications for entry-level positions. More and more large firms require a high school degree from job seekers. (Kozlowski, *Jobs*, pg. 14) Many companies offering decent-paying entry-level jobs now require at least a bachelor's or associate's degree. Furthermore, when jobs are tight, low-skilled and low-educated job seekers are forced to compete with college graduates for positions that don't even require a college degree and they don't fare well in this competition.

At the same time, the skill requirements one must possess to perform many of today's entry level jobs are changing and increasing by a significant degree. For example, the job requirements to perform a bank teller or auto mechanic's job have changed drastically. A bank teller needs to have computer skills and may be called upon to sell or promote the company's services. An auto mechanic working on today's cars needs a background in math, physics, computers, and electronics besides just mechanical ability. (Kozlowski, *Jobs*, pg. 14-15) The modern work environment demands employees who have developed communication, computer, problem solving, math, and interpersonal skills. (Kozlowski, *Jobs*, pg. 8) These skills are surely lacking in many of the low-skilled, low-educated persons seeking jobs today. The changes occurring in the workplace therefore make it increasingly difficult for persons with marginal skills and education to find a good entry-level job.

The jobs that are left for the low-skilled and low-educated are the low-paying jobs in the service sector which generally pay little more than minimum wage. Gone are the high-paying entry-level jobs in manufacturing for persons who lack skills or education. Low-skilled, low-educated job seekers have become increasingly squeezed by the rising skill and education requirements of entry-level positions and the increased competition for these jobs. Thus, the majority are forced to accept low-paying, service sector jobs if they want to work.

5. **Lack of Jobs in Their Field** - A significant barrier to job seekers is the lack of jobs in their field. This barrier has become quite important in the region. Of the respondents surveyed 41.2% felt there were no jobs available in their field. (Table 7) It was felt to be the greatest employment barrier to 6.9% of respondents who identified one. (Table 3) On the other hand, 81.5% felt there were jobs available in other fields. (Table 7)

Table 7
Availability of Jobs in Field

N = 338	Percent Yes	Percent No
Do you feel there are jobs available in your type of work?	58.8	41.2
Do you feel there are jobs available outside your type of work?	81.5	18.5

For dislocated managerial, professional, and technical personnel this barrier has been especially severe. These professionals who lost work with IBM or defense industry contractors in the Binghamton MSA and neighboring counties have been the hardest hit. The majority of these dislocated workers are 30 to 50 years old and many were making over $50,000 a year in high-powered, high-status positions. A large share only have a high school education. Suddenly, they are job shopping in a highly competitive job market where their skills are becoming obsolete and no longer in demand.

The critical downfall for many of the dislocated managers and technicians is they didn't keep up with changes in technology and upgrade their skills. Those with only a high school diploma didn't go out and earn a college degree. One employment professional called it a case of going "stagnant" when it came to learning. Perhaps the classic example is the "IBM man" who always worked for and expected to always work for Big Blue. Suddenly he is out on his own competing for jobs with recent college graduates and all the new skills they possess.

The majority of these dislocated managers, professionals, and technicians in the region are left with two choices: 1) they can stay in the area and take a cut in salary and status to work in a different field; or 2) relocate out of the area. The depressed real estate markets in the Binghamton MSA and surrounding areas signal the course many have chosen.

6. Live Too Far from Available Jobs - Many other potential workers in addition to dislocated managers and professionals are considering moving because of the job situation in the region. In the survey 37.4% of respondents felt they lived too far from any available jobs. More than half of the survey respondents, 57.8%, said they would be willing to move to get a good job. Of the 190 respondents who said they were willing to move for a good job, the majority, 64.9%, said they would move outside PA or NYS. Only 16.5% said they would only move within their county or to a neighboring county. Tables 8 and 9 show the percentages for these survey questions.

Table 8
Live Too Far From Jobs and Willingness to Move

N = 338	Percent Yes	Percent No
Do you feel you live too far from any available jobs?	37.4	62.6
If you could get a good job, would you be willing to move?	57.8	42.2

Table 9
Distance Willing to Move

How far away would you be willing to move for a job? N = 190	Percent
Someplace else in your county	5.3
To a neighboring county	11.2
Anywhere in PA or NYS	18.6
Outside PA or NYS	64.9

B. Transportation

1. **Transportation** - An employment barrier particular to rural areas is a lack of transportation to work. Without reliable automobile transportation a rural resident who lives in an outlying area is severely handicapped trying to locate, obtain, or keep a job. A lack of public transportation essentially denies these persons access to the labor market. It was the barrier most often rated as very severe by the employment and training professionals interviewed. (Table D1, Appendix D)

There are many reasons why it is difficult to provide public transportation in rural areas. The Center for Rural PA identified seven significant barriers to improving the effectiveness of public transportation in rural PA in their 1992 report, *Appraise Rural Public Transportation Funding Streams*. To read a discussion of these barriers and recommendations to overcome them, one should look to this report. The seven barriers are:

a. conflicting service design standards
b. different service delivery standards
c. multiple funding sources
d. lack of a uniform system of financial and operating accounts
e. dissimilar (and, in some instances burdensome) funding program requirements
f. special needs of social service organization clients
g. weak market forces (Keough, pg. 47)

For most residents of rural areas the only possible means of transportation is the automobile. For out of work, low-income job seekers this is a very costly solution to the transportation problem. Besides the cost of a car; insurance, gas, and maintenance must be considered. The great distances persons in outlying areas are forced to commute along with poor road conditions, adds to these expenses. Therefore, costly automobile expenses act as a significant employment barrier to many of the poorer rural residents in the region.

2. Transportation Problems in The Region - It is in the predominately rural counties of Bradford, Tioga (PA), Susquehanna, and Schuyler that transportation is the most critical employment barrier. Without fail a lack of transportation was one of the first employment barriers named by employment professionals in these four counties. Many felt this was the most difficult of all the employment barriers for their clients to overcome. None of these four counties has an extensive public transportation system. Of the four counties, Bradford County has the most developed system, but it only covers the main transportation arteries in the county. Tioga County (PA) only has public transportation between Mansfield and Wellsboro and the public transportation in Schuyler County only runs between Montour and Watkins Glen. Susquehanna County has no public transportation buses nor any taxi cabs. Ironically, even where public transportation is available many rural residents who need it don't know how to use it.

An indication of the importance of this barrier in these counties is the sizeable portion transportation expenses takes out of their training and education budgets. Persons who qualify for JTPA Programs can receive an allowance for their transportation expenses. Employment professionals in all these counties commented on the high percentage transportation costs take out of their budgets. In one small rural county over $30,000 was spent on transportation allowances in just one summer.

Another indicator of the importance of transportation in these counties is the high level of commuting among their residents. Bradford, Tioga (PA), Schuyler, and Susquehanna Counties have very high percentages of residents who commute out of their home county for work. The percentages are 21%, 23%, 49.8%, and 50.2% respectively. Only Tioga County (NY) has a higher percentage of commuting in the region and like these four counties is very dependent upon transportation. Conversely, among Chemung County, Broome County, and Tompkins County only Chemung County has over 10% of its workforce commuting out of the county for work. It has 15.7%.

Steuben County is another county with a very large rural population adversely affected by a lack of transportation. It has a number of urban areas within its boundaries (Corning, Bath and Hornell) where public transportation is available and therefore, a lack of transportation is not an issue. Most of the major employers are located in these areas. But Steuben is an extremely large county geographically. It contains some of the most isolated rural areas in the region. For many rural residents in these outlying areas a lack of transportation is an insurmountable barrier. The employment professionals in Steuben County felt a lack of transportation was indeed a very severe employment barrier in the county.

The economy of Chemung, Tompkins, and Broome Counties is focused around an urban area (Elmira, Ithaca and Binghamton respectively) where public transportation is readily available. To some degree the public transportation systems expand into the surrounding rural areas. Still, there are outlying rural portions of all three of these counties where the public transportation systems do not reach. In these areas a lack of transportation remains a problem for many residents. But since a relatively small portion of the population for these counties lives in the outlying rural areas, a lack of transportation is not considered a major barrier to employment when compared with the other employment barriers in the three counties.

3. **Public Transportation in Tioga County (NY)** - When it comes to work, Tioga County (NY) residents are the most likely to leave their home county. Over half, 55%, of Tioga (NY) County's resident workforce works outside the county. And like Bradford, Tioga (PA), Susquehanna, and Schuyler Counties; Tioga County (NY) is a predominantly rural county. But unlike these other four counties, Tioga County (NY) has an extensive public transportation system. It covers all of the towns in the county and provides considerable access both within the county and outside the county.

For a rural county, Tioga County (NY) has a good public transportation system. The system provides extensive transportation within the county and also links its residents with the surrounding urban areas outside the county; Ithaca, Elmira, Corning, and Binghamton. The county's fixed route service provides transportation to two major employers; IBM and Hadco, and to many retail outlets and banks. It also links transportation to Cornell University, Corning Community College, Tompkins Cortland Community College, and Broome Community College. Travelers are able to stop the buses anywhere on the route where it is safe to do so. In addition to the fixed route system, the Tioga County Public Transit also has a reasonably priced Dial-A-Ride service. Requests need only be made 24 hours in advance for this door-to-door service. Perhaps the only weakness in the system is the service connections between Tioga County (NY) and Broome County. This is the one aspect of the service which transportation officials hope to improve.

4. **Problems with Public Transportation** - Even where public transportation exists there are problems which beset persons without automobile transportation. Most public transportation systems do not run late in the evening or all night. This makes second or third shift work impossible unless other arrangements are made. Weekend work is also a difficulty if one relies on public transportation. And one must remember that public transportation does not deliver riders to the neighborhoods or doorstep of all employers.

5. **Survey Results** - In the survey the percentage of respondents for which transportation was an employment barrier did not match the importance employment professionals in the region placed on it. Looking at the make-up of the sample helps explain why this percentage is not higher. Since the sample was taken proportionally from all nine counties, the more highly populated urban counties make up the greatest share of respondents. The respondents from Broome, Chemung, and Tompkins Counties make up 56% of the sample. (Table 36)

They are the counties in which transportation problems play the smallest role. Thus, it is not surprising the survey results tend to underscore the importance of transportation as an employment barrier.

The survey results for transportation issues are shown in Tables 10, 11, and 12. In the survey it was found 5.6% of respondents do not have any transportation to work. Just over 14% lack a driver's license and 18.4% of respondents who identified their mode of transportation to work use public transportation either solely or part of the time. Just over 15% use only public transportation. The vast majority rely entirely on automobile transportation, 78.4%. Almost nine out of ten respondents, 87.5%, are willing to commute for a good job. And many of these respondents said they would travel quite a fair distance for a good job. Nearly 17% said they would commute over 50 miles one way for a good job and almost half, 45.7%, said they would travel more than 30 miles one way. Still, the greatest number, 41.7%, prefer a one way commute between 16 and 30 miles.

Table 10
Transportation to Work

N = 338	Percent Yes	Percent No
Do you have transportation to work?	94.4	5.6
Do you have a valid driver's license?	85.8	14.2
Would you be willing to commute for a good job?	87.5	12.5

Table 11
Type of Transportation to Work

What type of transportation do you have to get to work? N = 320	Percent Respondents
Car	78.4
Public Transportation	15.3
Other	2.8
Car/Public	1.9
Car/Other	.3
Public/Other	1.2

Table 12
Distance Willing to Commute

How many miles one way would you be willing to commute? N = 338	Percent Respondents
0 to 15 Miles	12.6
16 to 30 Miles	41.7
31 to 50 Miles	28.8
Over 50 Miles	16.9

C. Job Pay Too Low/ Potential Loss of Benefits

Two employment barriers in combination pose a very significant barrier to employment. Two such barriers are available jobs paying too little and the potential loss of benefits. These two barriers often work in tandem to discourage people from looking for work or accepting a job. Taken alone either of these barriers is difficult to overcome. When both these barriers confront an individual, they can present a formidable obstacle to employment. Over two thirds of the employment professionals interviewed rated each as a severe problem or very severe problem. Available jobs paying too little was the second most severely rated barrier in the region. (Table D1, Appendix D)

1. **Available Jobs Pay Too Little** - The national economy is moving to a more service oriented job base at the expense of manufacturing. The region has followed this national trend. Table 13 gives the average employment in goods producing and service producing industries from 1988 to 1993 for the Southern Tier region (including Chenango, Otsego, and Delaware Counties which are outside the study region). Average goods producing employment has fallen by 19,000 jobs since 1988. In the same timeframe, service producing employment increased by 12,600 jobs.

Table 13
Average Employment, Southern Tier (1988 to 1993)

Industry	1988	1989	1990	1991	1992	1993
All Industries	309000	313400	312300	305100	302700	302500
Goods-Producing	90500	88800	84000	79600	75400	71500
Construction & Mining	12100	12000	11000	9700	9100	8500
Manufacturing	78500	76700	73100	69800	66500	62800
Service-Producing	218400	224500	228600	225700	227000	231000
Transportation & utilities	10500	10500	10600	10400	10600	10900
Wholesale & Retail Trade	63900	64400	64200	61900	61100	61400
Finance, Insurance, & Real Est.	11000	11400	11700	11500	11400	11400
Services	76300	80800	83500	84000	85300	88100
Total Government	56400	57200	58300	58100	58800	59300

Data: NYS Department of Labor

Within the goods producing industries, the manufacturing sector has declined the most, losing 15,700 jobs since 1988. Within the service producing industries, the services sector has shown an employment gain of 11,800 jobs from 1988 to 1993.

Some analysts believe an increase in highly-skilled service occupations would come about and this would be accompanied by higher wages. While it is true some of the growing service sector occupations require high skill levels and are drawing high wages, a large amount are not. In the region high-paying manufacturing and defense industry jobs have been lost while

Table 14
Average Weekly Wages, Southern Tier (1992)

Industry	Average Weekly Wages
All Industries	$460
Goods-Producing	$639
Construction	$485
Manufacturing	$659
Service-Producing	$397
Transportation & utilities	$629
Wholesale and Retail Trade	$273
Finance, Insurance, & Real Estate	$448
Services	$399
All Other Industries	$367
Total Government	$483
Federal	$655
State	$558
Local	$448

Data: NYS Department of Labor

many of the service occupations which are replacing them are low-skill, low-paying positions for the region. Table 14 shows the pay differences between manufacturing and service sector jobs. The table gives the average weekly wages by industry sector in the Southern Tier region for 1992. One can clearly see the wide disparity between the average weekly wages in the manufacturing sector ($659) and those in the services sector ($399). The manufacturing sector average weekly wage is $260 more than the average weekly wages in the services sector.

Almost every employment professional interviewed commented on this problem. They were either concerned because the only jobs available were low-paying service jobs or there was an increasing number of low-paying service jobs in the area. The hourly wages of the jobs the majority of their clients can earn are in the minimum wage to $6 an hour range. They also focused their attention on two other problems with many of the jobs that are available: many are only part-time and most do not include benefits.

In the survey of job seekers one third, 32.9%, felt no job pays enough to make it worthwhile to look for work. (Table 15) Of those respondents who identified a greatest barrier, 3% mentioned available jobs pay too little. (Table 3)

Table 15
Available Jobs Pay Too Little

N = 338	**Percent Yes**	**Percent No**
Do you feel that no job pays enough to make it worthwhile to look for work?	32.9	67.1

There are two groups of job seekers in the region for whom low-paying jobs tend to be a major barrier. The first group is the low-educated, low-skilled entrants many of whom are on welfare. For many in this group the only realistic job prospects are the low-paying service jobs. The other group is the dislocated professionals many of whom were making high salaries before they lost their jobs. This barrier is different for each group.

A large aspect of this barrier for dislocated professionals, technicians, and managers is perception. If they previously made $15 to $30 an hour, the thought of working for $6 an hour seems unreasonable. They have a very negative attitude towards low-paying jobs and loss of status is a major part of this difficulty. Unfortunately, their ability to earn what they were making before they lost their jobs is very poor in the region. Most will be able to earn only about 50% of what they previously made. This is a big adjustment not only economically but also psychologically. Employment professionals report it is a great problem easing these dislocated workers past the mental barrier of accepting a lower paying job.

For people on welfare it is the economics of the situation which makes the low pay of available jobs a major barrier. In reality, many welfare recipients will not be better off financially if they take a low-paying job. The income from a 40-hour a week minimum wage job to a $5 an hour job after taxes is often less than some welfare recipients receive in welfare payments. If the job is only part-time, the income from it is even less likely to equal what one receives on welfare. Adding transportation and child care expenses to the cost of working provides further disincentives for welfare recipients to take a job. Employment professionals dealing with welfare clients have a big problem overcoming the "welfare mentality" of welfare recipients when the bottom line is many welfare recipients are financially better off receiving welfare payments than taking a low-wage job.

In fact, most welfare programs have income maintenance workers, part of whose job it is to track the income of welfare recipients and alert welfare recipients if they will be worse off financially taking a job. They sit down with welfare clients and figure out the actual take-home pay from a job. In some cases welfare recipients who want to work must be shown they will be worse off financially if they do. It is very difficult for these people to become self-sufficient when so many of the available jobs are low-paying, non-benefit, or part-time. Many literally cannot afford to go to work.

2. Potential Loss of Benefits - The potential loss of benefits (especially medical) is a major employment barrier to persons that receive them. In the survey 5.3% of all respondents said the possibility of losing UC or Public Assistance benefits keeps them from looking for work. (Table 16) Of the 121 survey respondents who are receiving UC or Public Assistance benefits, 10% said the possibility of losing these benefits keeps them from looking for work. (Table 17)

Table 16
Respondents Fear of Losing
Unemployment Compensation and Public Assistance Benefits

N = 338	Percent Yes	Percent No
Does the possibility of losing Unemployment or Public Assistance benefits keep you from looking for work?	5.3	94.7

Without fail, the employment professionals interviewed indicated the potential loss of medical benefits is a critical issue for a large share of their clients. Along with available jobs paying too little, medical benefits is a major concern for welfare recipients. And nearly half, 49.3%, of the persons involved in JTPA Programs are receiving welfare. (Table C8, Appendix C)

Table 17
Recipients Fear of Losing Unemployment Compensation and Public Assistance Benefits

N = 121	Percent Yes	Percent No
Does the possibility of losing Unemployment or Public Assistance benefits keep you from looking for work?	10.0	90.0

The problem with medical benefits is exacerbated by the fact fewer and fewer jobs come with medical benefits which are costly to the employer. Many companies have increased their usage of part-time and temporary workers to decrease the number of employees for whom they must extend medical coverage. Most of the low-wage, entry-level service positions available in the area come without medical benefits. One employment professional estimated only about 25% of new jobs offer medical benefits.

The potential loss of medical benefits is especially worrisome for persons with a family. It does not take a lot of imagination to understand the worry a parent with small children has over the possibility of losing medical benefits. Over one third, 35.4%, of JTPA Program participants are Aid to Families with Dependent Children (AFDC) recipients. Table C8, Appendix C) Almost one third, 31.5%, of the JTPA participants are single parents. (Table C9, Appendix C) In SDAs 20 and 26 two thirds of these single parents have dependent children under six years old. (Tables C3 and C4, Appendix C) In the survey half of the respondents who have children living at home are either single, separated, divorced, or widowed. Parents also fear the lose of child care benefits. They are not able to overcome the cost of or find child care if they take a low-paying job.

Fortunately, most welfare programs understand the potential loss of benefits is a severe employment barrier. For this reason these programs usually offer transitional medical and child care benefits for qualified recipients after they go to work. Generally these benefits are extended for a year after one takes employment. Still, some recipients may not qualify for extended benefits and others may be forced to pick up an employer's medical plan if it is available. What do these people do after the transitional year is over? If their incomes are still very low, many are eligible for other medical and child care benefits. The difficulty they face is wading through the system to become eligible for these benefits.

A vital part of this barrier is the fear of possibly losing benefits. As one employment professional who deals with welfare clients explained; "it is the fear or perception that one will lose medical benefits that matters to these people." Many have great difficulty understanding how the system works. Most associate a change such as going to work as having the potential for them to lose their benefits. Welfare programs must go to great lengths to explain how the system works so clients understand they will not immediately lose their benefits if they go to work. Even so, in many cases all the explaining in the world will not dispel the perception or fear a potential loss of benefits is possible if one takes a job. The "welfare mentality" that one is better off on welfare is in effect when it comes to benefits.

3. Unemployment Compensation (UC) Benefits - The low pay of available jobs plays a big role in the unwillingness of UC claimants to take a job and give up their benefits. While the UC system in PA tends to encourage people to work, the one in NYS discourages it.

Under the UC system in PA, one can work part-time and earn up to 40% of one's weekly unemployment benefit before the weekly benefit amount is reduced. After 40% the weekly benefit amount is reduced by the number of dollars over 40% which is earned. Even if one's weekly benefit check is reduced, it still leaves more in that person's overall benefit amount they can use. This system thus provides some incentive for people to work.

In NYS, the system works against someone working part-time if they are receiving UC benefits. If they work one hour or less, they lose one quarter of their weekly benefit check. If they work two days, they lose one half of their check. This system encourages laid-off workers to wait for recall and pushes many into an underground economy. This helps explain why NYS pays out more in net claims than most other states. In addition, individuals do not have to take a job if it will pay out less than their net UC benefits. Since so many of the jobs available in the area are low paying, these two factors combine to provide a strong disincentive to work for many unemployed individuals.

D. Lack of Education/Job Training/Work Experience

Workers anywhere who lack adequate education, job training, or work experience are disadvantaged when competing for jobs. Technology is fueling much of the demand for education. This deficiency becomes more important as labor markets tighten and employers increase their qualifications for jobs. For job seekers in the region this has been the case. Of the job seekers surveyed, 69.1% felt they needed more education, job training, or work experience for the jobs that are available. (Table 18) Over 80% of the employment professionals interviewed felt the lack of education, job training, or work experience was either a problem or a severe problem for the job seekers in their county. (Table D1, Appendix D)

Table 18
Education, Training, & Work Experience

N = 338	Percent Yes	Percent No
Do you feel you need more work experience, job training, or education for the jobs that are available?	69.1	30.9

1. **Education Most Needed** - The importance of education to the earnings and job attainment of workers has been much noted. Workers with higher educational levels are less likely to be unemployed and have higher average earnings than workers with less education.

Table 19
Income and Unemployment Rates by Education for Full-time Year-round Workers (New York State)

Education Levels	Avg. Annual Income 1991	Unemployment Rate March 1992
Average, all workers	$32,400	9.2
Less than a high school diploma	$20,300	22.0
High school graduate	$26,200	11.2
Some college (no degree)	$30,900	8.2
Four-year college degree & post-graduate degrees	$44,500	2.8

Table: U.S. Department of Labor
Source: *Current Population Survey*, U.S. Bureau of Labor Statistics.

Table 19 shows the average annual income and unemployment rates for workers of different levels of educational attainment in NYS.

In PA the quality of employment also increases with education. "There is a direct relationship between education and quality of employment for both men and women. Women and men with some college education are most likely to have adequate employment and least likely to be inadequately unemployed." (Cornwell, DeJong, Casper, and Shoop; pg. 27) The opposite is true for persons who dropped out of high school. Unemployed persons in PA are twice as likely to have dropped out of high school than the rest of the workforce. (DeJong, Casper, and Cornwell; pg. 9) Persons who have dropped out of high school are also more likely to be involuntary part-time workers and working poor than the rest of the workforce. (DeJong, Casper, and Cornwell; pgs. 11 and 13)

The employment professionals interviewed also stressed the importance of education and tended to place a slightly greater emphasis on a lack of education as an employment barrier as opposed to a lack of either job training or work experience. The consensus opinion of the professionals is employers are placing increasing value on reading, math, computing, and learning skills in new hires. Job seekers who possess at least these basic skills are faring better in the changing labor market than those who lack these skills but possess some specific job skill. Though it is costly, many employers are willing to provide job training to people with these basic skills and an ability to learn. Employers are much less likely to extend costly job training to job seekers with low education levels.

The majority of 223 job seekers surveyed who felt they lacked either education, job training, or work experience also said education was what they needed most. Table 20 shows nearly one third, 32.2%, of these respondents said education alone was what they needed most. Job training was mentioned by 29.6% and more work experience was what 18% felt they needed most. Just under 10% felt they needed all three.

Table 20
Which Do You Need Most: Education, Job Training, or Work Experience?

N = 233	Percent of Respondents
Job Training	29.9
Work Experience	18.2
Education	32.5
Job Training/Education	1.3
Training/Education	5.2
Education/Experience	3.5
Training/Experience/Education	9.5

A lack of education was also identified by 9.5% of respondents as the greatest barrier to their looking for or finding a job. This was the second highest response next to the economy and a lack of jobs. Lack of work experience was noted by 4.3% of respondents and 3.6% said a lack of job training was the greatest barrier they faced. (Table 3)

For different segments of the population, the problems posed by a lack of education vary. For the group of dislocated managers and technicians in the region a lack of education is not a barrier to the same degree it is to those who are economically disadvantaged and trying to enter the workforce. A lack of education is widespread and most obviously lacking in those potential workers who are economically disadvantaged. Many are functionally illiterate. Since nearly all, 97.7%, of JTPA participants are economically disadvantaged (Table C1, Appendix C), JTPA participant education data best characterizes the education levels of this segment of the potential workforce. Table 21 gives the education levels for JTPA participants in the region from July 1992 to March 1994. It shows 10.2% have a reading level below the seventh grade and a total of 25.8% are high school dropouts. Only 14.8% have education beyond the high school level. The education levels for JTPA participants in each SDA are in Table C4, Appendix C.

Table 21
Education Levels of JTPA Program Participants in SDAs 13, 20, & 26
(July 1, 1992 to June 30, 1994)

	Number	Percent
Reading Skills Below the Seventh Grade	324	10.2
School Dropout	820	25.8
Student(High School or Less)	487	15.3
High School Graduate or Equivalent	1,404	44.1
Post High School Attendee	470	14.8

Data: JTPA; SDAs 13, 20, and 26

Education data for applicants to PA Job Centers and NYS Labor Exchange Offices and the UC beneficiaries in NYS better profile the education levels of the overall population of job seekers. Table 22 gives the education levels in the region for PA and NYS DOL applicants from July 1992 to March 1993 and NYS UC beneficiaries for 1993. These education levels are considerably higher than the education levels for JTPA participants. Still, 17.8% and 16.4% respectively, lack a high school diploma. In both groups roughly 28% have education beyond the high school level.

Appendix B has DOL education data for the individual counties. In Bradford and Susquehanna Counties only 21.5% and 22.5% of their Job Center applicants have education beyond the high school level. This is well below the averages in the region. Both these rural counties lack universities or community colleges and have high outmigration rates for their young people. One can assume many of the young people who leave the county for college do not return.

Table 22
Education Levels of Department of Labor Applicants (PA & NY) and Unemployment Insurance Beneficiaries (NY)

		< 8 Years	8 to 11 Years	12 Years	> 12 Years
New and renewal applicants for job services at DOL offices in Bradford-Sullivan, Broome, Chemung, Schuyler, Steuben, Tioga(NY), Tioga(PA), and Tompkins counties and in Montrose-Carbondale (7/1/92 to 3/31/93)	Number	689	10,173	32,910	17,009
	Percent	1.1	16.7	54.1	28.0
Unemployment Insurance Beneficiaries in Broome, Chemung, Schuyler, Steuben, Tioga(NY), and Tompkins counties (1993)	Number	242	3,811	13,644	7,077
	Percent	1.0	15.4	55.1	28.6%

Data: New York and Pennsylvania Departments of Labor

In Tompkins County the percentage of job service applicants and unemployment beneficiaries with more than a high school education is much higher than for the other counties in the region. Almost 47% of Tompkins County's Job Service applicants and 38.9% of UC beneficiaries have had some college education. In fact, 18.9% of Tompkins County UC beneficiaries have at least 4 years of college education. Educational attainment is much higher in Tompkins County than the rest of the region.

The university and college systems in Tompkins County draw in large numbers of students many of whom remain in the county. This can be seen in the migration data presented in Section I. Tompkins County therefore always tends to have a pool of highly educated job seekers. But at the same time, 13.7% of job service applicants and 13.9% of UC beneficiaries lack a high school education. According to employment professionals in Tompkins County this creates a somewhat unique two-tiered labor pool made up of highly educated job seekers and low-educated ones. This leads to situations where high school dropouts are competing for low-paying service jobs with college graduates, many of whom have master's degrees. This places increased stress upon the low-educated job seekers in Tompkins County.

2. **Job Training and Work Experience** - Table 23 gives the results of the survey for questions pertaining to job training. Over 75% of respondents said they were interested in job

Table 23
Job Training

N = 338	Percent Yes	Percent No
Are you interested in job training?	78.9	21.1
Do you feel job training would help you?	86.2	13.8
Are you aware of any job training programs?	37.7	62.3
Is job training offered at a bad time?	20.9	79.1
Would you be able to pay for job training?	28.4	71.6

training and 86.2% felt job training would help them. But only a little over one third, 37.7%, were aware of any job training programs. Seven out of ten, 71.6%, said they wouldn't be able to pay for job training and one fifth, 20.9%, felt job training was offered at a bad time. The amount of work experience for the respondents in the survey is shown in Table 24. Almost two thirds, 67.4%, have over five years of full-time work experience. Over 40% have more than 10 years of work experience and 15.5% have over 20 years of work experience. Many of these are no doubt the laid off managers, professionals, and technical persons spoken of throughout the report. Still, over 10% of survey respondents have no work experience and 7.9% have only one to two years of work experience.

Table 24
Number of Years of Full-time Work

How many years have you worked full-time? N = 338	**Percent of Respondents**
Never Worked Full-time	10.6
1 to 2 years	7.9
3 to 5 years	14.0
6 to 10 years	26.7
11 to 20 years	25.2
Over 20 years	15.5

3. Lack of Good Workplace Behaviors and Habits - Job training and work experience go hand in hand for the many workers who have only received job training at work. In fact, there are many skills a person will not acquire unless he or she has some experience in the workplace. According to employment professionals, one of the skill deficiencies which most hinders potential workers (especially those on Public Assistance) once they have a job, is tied to a lack of work experience. They lack a knowledge of the basic behaviors and habits necessary to function well in the workplace. Employment professionals have the least success with Public Assistance clients who are long-term welfare recipients and/or lack a significant work history. JTPA data shows over half, 53.3%, of JTPA participants do lack a significant work history and 12.5% are considered long-term AFDC recipients. The lack of understanding of on-the-job behaviors and habits makes it extremely difficult for them to hold a job even after they find one.

Some of the habits and behaviors these people fail to understand are; getting to work on time, knowing how to get along and cooperate with others in the workplace, taking time off from work, and handling conflict in work situations. Many will simply quit at the first sign of conflict or if they can't get time off when they want. One professional told of a client who did not go to his first day of work because it fell on the opening day of deer season. Others are surprised when they are reprimanded or fired because of tardiness. These are examples of the types of habits and behaviors these people have not developed because of a lack of experience in the workplace.

4. **Work Experience and Volunteer Programs** - To combat the lack of work experience among their clients, the human service agencies in the region operate a number of work experience and volunteer programs. The basic goals of these programs are to get clients to work, to give them some work skills, and to let them gain some experience in the workplace. One additional benefit to these programs is often times clients make contacts or obtain inside

information which leads to permanent employment. Another benefit is the improvement in self esteem of many participants when they are successful in the program.

The particulars of each work experience program varies from one agency and county to the next. Information was obtained on work experience programs in Chemung County and Bradford County. Chemung County has both a Community Work Program and a Public Work Program. Both of these programs are similar to the Work Experience Program in Bradford County, in that clients are placed in either public or private non-profit organizations. Both the Community Work Program and the Bradford County Work Experience Program have time limits on how long clients can stay in the program. In Bradford County the limit is 640 hours. For the Community Work Program it is six months while the Public Work Program has no time limit. In all these programs the state pays the employers for hiring these workers.

One drawback of all these programs is they can be an administrative nightmare for employers. This leads some employers to only use these workers when they have trouble finding other employees. Therefore, there are employers who do take advantage of these programs.

A similar program to these three is an on-the-job training program in Steuben County. Public Assistance pays half their client's wages up to $250 per month for six months in order to place their clients in an on-the-job training situation. The Department of Social Service does the screening and refers the clients to Community Action who refers them to the company. These are usually better paying jobs with many starting at $6 an hour and up.

Many counties also have volunteer or internship programs, which like the work experience programs, place clients in public or private non-profit organizations. The major difference between these programs and work experience programs is the clients "volunteer" and are not paid. An advantage of these programs is they are non-threatening to employers.

One common denominator of the work experience and volunteer programs is that for-profit businesses are excluded since funding does not allow placements in for-profit enterprises. This is one of the complaints voiced by many of the employment professionals interviewed. Most employment professionals feel there needs to be more interest generated in the private sector for their programs and the clients they work with. Some employment professionals described instances where employers were willing to get involved. However, it was usually only after they were contacted by one of the human service agencies and it was up to the employment professional to initiate and maintain the relationship.

One approach which has worked to gain the interest and assistance of employers is to appeal to their sense of community service. This has perhaps been the most successful means to involve private employers in programs to help disadvantaged potential workers. In many cases it would appear employers don't recognize the successful development of disadvantaged potential workers as being in their own self interest. No doubt this is due to the persistent negative attitude toward people on welfare and other economically disadvantaged persons. There is still a stigma attached to the word "welfare." The employment professionals with the Public Assistance agencies often mentioned this as a severe problem for their clients. Most of their clients do not want prospective employers to know they are receiving welfare and according to employment professionals they have good reason to keep this information from them.

5. **Basic Skills in Demand** - The general agreement of the employment professionals interviewed is that improving the overall basic job skills of all potential workers, as opposed to training for any one or two specific job skills, is what is most needed in the region. Even though many technical and other skills are in demand in the region, it is the overall basic skills of the workforce which need upgrading. Technology and job content are changing so fast employers increasingly need employees with good basic skills who can learn new technologies and adapt to the swift changes happening in the workplace. In the region, the combination of low basic skills in much of the workforce and the increasing skill demands of employers is creating a situation where "the gap between worker skills and job demands is growing." (*Tomorrow's Jobs, Tomorrow's Workers*, pg. 8) Rapid technology advances require existing employees as well as potential workers to upgrade their skills. Employer-sponsored training for blue-collar workers is much needed in the region. Worker skills are the key to using technologies which will enable companies to become and remain globally competitive. (*Tomorrow's Jobs, Tomorrow's Workers*, pg. 7)

E. Low Self Esteem/ Lack of Motivation

Two other employment barriers which tend to build upon each other are low self esteem and lack of motivation. Low self esteem is one of the barriers rated as most severe by the employment professionals interviewed. (Table DI, Appendix D) Though a lack of motivation was not rated as severely, it was often brought up when discussing low self esteem. As previously mentioned, 64% of respondents in the survey have become discouraged looking for work. Low self esteem is felt to contribute to low motivation in many instances.

1. **Dislocated Professionals** - As with other barriers, these two barriers differ in how they affect the dislocated professionals versus the low-skilled, low-educated job seekers (especially those on welfare). The employment professionals interviewed felt the dislocated professionals they have dealt with have been for the most part very motivated. One professional explained how a disproportionate amount of his time was spent on this group because of the interest and motivation they had. At the same time these dislocated professionals are suffering from a loss of status and self esteem due to job loss. When first unemployed, the high motivation levels of dislocated professionals seems to overcome any low self esteem problems they might have. But as unemployment goes on longer, self esteem and self confidence start to affect their motivation. With rejection they begin to personalize and doubt themselves and their motivation levels fall. The longer they remain unemployed, the greater their stress. The many job loss workshops held in Broome County and Tioga County (NY) help to combat the stress.

2. **Welfare Population** - The low self esteem and low motivation problems of many of the low-skilled and low-educated job seekers are much more chronic. The Public Assistance population is probably the most afflicted with these problems. Like the dislocated professionals, the longer these persons remain out of work the greater their problems with self esteem and motivation. Unlike the dislocated professionals, the self esteem and motivation problems of many in this group are not based solely on job loss, but are much more deeply rooted. Some have been abused either as children or by a spouse. Many grew up in a welfare situation where their parents didn't value themselves and they lack positive role modeling. A great number want a job, but they want it right away. They are not willing to work hard to find one. Others set out determined and motivated to find a job only to have their motivation

quashed at the first sign of difficulty or rejection. Eventually some finally obtain job interviews but do poorly because their appearance isn't good and they don't present themselves well. Finally, of the few that do find work, many don't perform well or stay on the job long because of a bad work ethic. The common thread in all these instances is the existence of either low self esteem or lack of motivation or often both together.

3. **Self Esteem and Motivational Workshops** - Throughout the region, human service agencies have in place programs and workshops to deal with self esteem and motivational problems. The Schuyler-Chemung-Tioga BOCES' Action for Personal Choice Program is a good example. This program seeks to identify personal problems which prevent participants from being successful either personally or with their careers. Action for Personal Choice is an intensive 90 hour program which stresses participants achieving self awareness and responsibility for their own behavior, especially as it applies to attitudes. The goals of the program are to :

a. instill self-confidence
b. revive creative imagination
c. encourage active listening and open communication
d. build goal setting and decision-making skills
e. provide tools for improved relationships.

Steuben County's DOL has purchased the Pacific Institute's self esteem and motivational program. The Pacific Institute, located in California, has developed a program which also puts responsibility back on the individual. This self-motivational program forces participants to make their own decisions and take responsibility for their actions. The format of the program is to first show 13 audio visual presentations followed by exercises and activities which reinforce the presentations. This program has been found to increase the drive and energy of participants and has been successful in Steuben County. The Steuben County DOL believes it is the only DOL office in NYS with this program.

To reach the more hard core welfare population, the Schuyler-Chemung-Tioga BOCES uses "reality therapy" in one of their career workshops. Counselors use tough language to dispel the idealism held by many of the participants. Being brutally honest, they tell welfare clients exactly what the community thinks of them. The key to the program is the ability of the counselors to come down to the level of the welfare population and speak their language. They demand participation from clients and initiate intense discussion to try to get to the core of the individuals problems.

4. **Need for One-on-One Counseling** - The three programs just mentioned are examples of group programs in the region which attempt to overcome the self esteem and motivational problems of many potential workers. These programs will be successful with many program participants, but many other potential workers need one-on-one counseling to overcome their self esteem and motivational problems. The employment professionals interviewed all felt there was a critical need for more one-on-one counseling. Unfortunately, a lack of resources, manpower, and time makes it impossible for these agencies to provide this. For example, in one county the welfare department is staffed with six employees including two clerical workers. They deal with 1,100 adult clients. Public employment programs therefore mainly rely on workshops and group programs to deal with these two barriers.

F. Child Care

1. **Child Care Does Affect Work** - To many parents in the region child care is a very real barrier to employment. Studies show child care problems do affect the work performance of

parents. In 1989, a study completed for the Center for Rural PA looked at child care in rural PA. The research found:

> "one third of the parents who answered the survey said they limited their work hours, worry at work, took time off, or quit a job due to child care problems. Parents were also asked, "What would you do if good child care at a reasonable cost were available near your home?" Nearly 40 percent of the respondents said they would look for work, ask for more working hours at their present job, look for a better job, or go back to school." (Beierlein and Van Horn, pg. 2)

Child care problems also affect employers. Over 50% of the businesses surveyed in the Center for Rural PA study said child care problems caused labor problems. Almost two thirds felt the problem of child care and employee attendance was a key personnel issue. (Beierlein and Van Horn, pg. 2)

Table 25
Households Where Working Presents Child Care Problems

N = 338	Percent Yes	Percent No
If you worked or went from part-time to full-time work, would child care be a problem?	17.2	82.8

In the telephone survey, 17.2% of all respondents said child care would be a problem if they found a job or went from part-time to full-time work. (Table 25) For 7.6% of respondents child care is the greatest employment barrier they face. (Table 3) Parents with children under six-years old made up 71 (21.1%) of the total number of respondents (N=338).

Table 26 shows of the parents with children under six-years old, 47.1% said they would have problems if they found a job or went from part-time to full-time work. To 24.6% of these parents it is the greatest employment barrier they face.

The employment professionals interviewed also confirmed the importance of child care as an employment barrier. Over one third rated it as a very severe employment barrier and over half considered it at least a severe problem. All felt with the rise in single parent and dual-income families and the increased participation of women in the workplace, child care is an important issue facing society. As previously mentioned, nearly one third, 31.5%, of JTPA participants are single parents and in the telephone survey half of the respondents who have children living at home are either single, separated, divorced, or widowed. Though child care is an issue in all counties, there was considerable differences by county as to the availability of affordable child care.

Table 26
Child Care Problems For Households With Children Under Six

N = 71	Percent Yes	Percent No
If you worked or went from part-time to full-time work, would child care be a problem?	47.1	52.9

2. **Child Care - Another Rural Issue** - Child care is also an employment barrier which tends to be more significant in rural areas than urban areas. The big difference is there tends to be far fewer child care centers in rural areas. In rural areas the vast majority of child care is provided in private homes by relatives. (Beierlein and Van Horn, pg.2)

The rural counties of Bradford, Schuyler, Tioga (NY), and Tioga (PA) seem to be the most lacking in child care services. It is seen as a critical problem by Bradford County employment professionals and a very serious problem by the professionals in the other three counties. The employment professionals in the rural counties of Susquehanna and Steuben feel there are plenty of child care providers in their counties. Indeed, Steuben County has a nationally recognized child care program. The Steuben County Child Care Project was chosen by the National Center for Children in Poverty as one of ten programs in the country which has been successful supporting child care for low income families. The successful delivery of child care services in a rural county was one reason the Steuben County Project was chosen.

The Steuben County Child Care Project began ten years ago as a community-based organization which worked with the Department of Social Services (DSS) to improve child care in the county. The project now handles all aspects of child care for Steuben County. It trains child care providers, manages the financial assistance subsidy pool, coordinates and plans child care in the community, and gives assistance to parents in choosing a child care provider. The project has made child care much more accessible to parents. Part of the project's success comes from the fact it is separate from the DSS and doesn't have to contend with the reluctance of parents to turn to welfare programs. The Steuben County Child Care Project now includes nine licensed child care centers located in urban centers and 140 licensed family-run day care centers located primarily in the outlying rural portions of the county. The county now receives $1.3 million dollars a year in child care assistance.

3. **Child Care Assistance** - The importance of child care has been recognized for some time and most human service agencies provide child care assistance or child care programs to their clients. Most of the DSS and Public Assistance and JTPA Programs provide child care

assistance for their clients involved in job training or education programs. In many cases, these clients are given a one-year transitionary period after they go to work, during which they can still receive child care assistance. In a number of counties other child care assistance programs are available after transitionary assistance runs out for low-income parents. The greatest child care issue is not a lack of child care assistance programs, but rather a lack of qualified and affordable child care providers especially in the rural parts of Bradford, Schuyler, Tioga (PA), and Tioga (NY) counties for parents not eligible for or aware of assistance.

4. **Other Problems with Child Care** - For parents who work second or third shifts child care remains a major problem. Very few, if any, child care providers offer services during these hours. In most instances the care of sick or long-term ill children also remains an unsolved problem. Only 43% of employers surveyed in the Center for Rural PA study allow employees to take sick leave to care for ill children. (Beierlein and Van Horn, pg. 2) There is a lack of child care facilities to provide care for sick children on a regular basis so parents don't need to miss work. In addition, a long-term ill child can make it extremely difficult for a single parent or parent from a dual-income household to hold a job. It is one of the top reasons why parents on Public Assistance lose their jobs.

Table 27
Households With Responsibilities Other Than Child Care

N = 338	Percent Yes	Percent No
Do you have any responsibilities or commitments at home other than child care which make it hard for you to work?	7.4	92.6

5. **Other Family Responsibilities** - A very similar problem to child care is finding care for elderly or disabled persons in the household. In the telephone survey, 7.4% of respondents had responsibilities or commitments at home other than child care which made it hard for them to work. (Table 27) Nearly one out of ten (32) households surveyed had one or more persons over 65-years old and 21.9 % of the respondents in these households had problems with responsibilities at home other than child care. (Table 28)

Table 28
Households With Persons Over 65 Years Old
Who Have Problems With Responsibilities at Home

N = 32	Percent Yes	Percent No
Do you have any responsibilities or commitments at home other than child care which make it hard for you to work?	21.9	78.1

G. Poor Job Search Skills

One employment barrier which hinders many job seekers is a lack of poor job search skills. According to employment professionals, though most of their clients don't feel they lack these skills, in reality, they don't know how to look for a job. The majority only have a general idea of how to look for work and have a limited perspective about where to find a job. They must be shown how to network in order to locate job opportunities. In addition, with so many employers swamped with resumes, job seekers must do more than just send out resumes. They must learn how to package and market themselves so they stick out from the crowd. In addition, they need to develop resume writing and interviewing skills. These skills are particularly lacking in the welfare population.

Poor job search skills affect dislocated professionals as well as welfare recipients. Many of the unemployed professionals in the region have not looked for work in a long time and are out of touch with the current labor market. A large number remember back 15 to 20 years when they were heavily recruited by employers. It is a big mental adjustment to be unemployed in a labor market where they must now promote themselves. These job seekers are also most likely to think they know how to job search when in fact they really don't. To locate and get the kind of job they are accustomed to, these professionals need the most developed job search skills of any group.

Although 75% of job openings never show up in classified ads, looking at newspaper ads remains an extremely popular form of job searching. Table 29 shows the job search methods of the respondents to the telephone survey. Nearly all respondents, 93.5%, looked at newspaper ads and 77% answered an ad. Meanwhile 87.9% talked to friends or relatives about finding work and 86% contacted employers. The fact there is a hidden marketplace where so many job openings are not advertised means many potential workers need some

Table 29
Job Search Methods

N = 338	Percent Yes	Percent No
Have you contacted employers?	86.1	13.9
Have you looked at newspaper ads?	93.5	6.5
Have you answered newspaper ads?	77.2	22.8
Have you talked to friends or relatives?	87.9	12.1
Have you been to an employment agency?	65.7	34.3
Do you know about help offered by employment agencies?	77.3	22.7

training on how to tap into this "underground" job market. They probably need the help of an employment agency or employment professional. Of the job seekers in the survey, 65.7% had been to an employment agency. However, nearly one quarter of all respondents, 22.7%, did not know about help offered by employment agencies.

On the positive side, a lack of job search knowledge is one of the employment barriers which can most readily be overcome. In fact, many employment professionals feel this barrier is only a problem with clients when they first seek employment assistance. The regularly scheduled job search, resume writing, and networking workshops held at many of the agencies throughout the region give job seekers opportunities to obtain these skills.

H. Too Young or Too Old

Of all the employment barriers employment professionals were asked to rate, they gave persons being too young or too old the least severe ratings. (Table D1, Appendix D) On the other hand, 19.8% of respondents to the telephone survey felt they were either too young or too old to find a job. Almost three out of four, 74.4%, of respondents over age 50 felt they were too old to find a job and more than a quarter, 28.1%, of respondents aged 41 to 50 years-old felt that way. (Table 30) For all respondents who identified the greatest barrier making it difficult for them to look for or find a job, 7.6% said it was being too young or too old. (Table 3) To more than one third, 34.8%, of the 43 respondents over 50 years-old, being too old was the greatest barrier they faced. It appears job seekers themselves believe being too young or too old is a more severe barrier than the employment professionals interviewed.

The reason older job seekers placed a greater emphasis on this barrier than did employment professionals is perception. Many of the employment professionals interviewed felt there is some age discrimination in the labor market, both outright and subtle. They agree that for older workers, except those with cutting edge skills, age most certainly can be a problem. And the problems with age can even affect workers in their forties. In fact, this is one of the barriers facing the dislocated managers, professionals, and technical workers in the region. Many are in their forties and fifties, an age when it can be extremely difficult to change industries or careers. But, these same employment professionals also believe to a many older job seekers create this barrier for themselves. Quite often it is their attitude or perception they are too old which is the greatest problem. For this reason it is not surprising older survey respondents gave greater attention to this barrier than employment professionals.

Table 30
Too Young or Too Old

	Percent Yes	Percent No
Do you feel that you are too young or too old to find a job? (All respondents) N = 338	19.9	80.1
Do you feel that you are too young or too old to find a job? (Respondents aged 17 to 21 years-old) N = 27	33.3	66.7
Do you feel that you are too young or too old to find a job? (Respondents aged 41 to 50 years-old) N = 73	28.1	71.9
Do you feel that you are too young or too old to find a job? (Respondents over 50 years-old) N = 43	74.4	25.6

In the telephone survey, fewer young people identified age as an employment barrier than older respondents. Still, one third of the 27 survey respondents under 21 years-old felt their age was a barrier to their finding a job. (Table 30) According to employment professionals, part of the problem young persons run up against are the perceptions of many employers that young people today can't think or communicate and have no work ethic. Many of these perceptions are fueled by the differing values and work expectations of middle-aged bosses and Generation X workers. (Filipczak, pgs. 22-27) Whatever the reasons, many young persons do feel their age makes it difficult for them to find work.

I. Poor Health/Injury/Disability

The most serious employment barrier for a number of job seekers is poor health, injury, or physical disability. Table 31 gives the results of the survey for health and disability questions. In the telephoen survey, 5.3% of respondent identified poor health, injury, or disability as the greatest barrier which makes it difficult for them to work or find a job. (Table 3) Overall, 16% of survey respondents said they had a health or physical disability which made it difficult for them to find work. Table 32 gives the number and percentage of handicapped persons enrolled in JTPA Programs and those who have applied for employment services with the DOL. Appendix B and Appendix C have the number and percentage of handicapped persons by county and SDA.

The employment professionals interviewed rated poor health, injury, and disability as one of the least severe barriers. (Table D1, Appendix D) This is no doubt due to the fact these

Table 31
Poor Health, Injury, or Disability

N = 338	Percent Yes	Percent No
Do you have any health or physical disabilities which make it difficult for you to find work?	16.0	84.0

professionals do not work with many individuals with disabilities. The majority of employment services for disabled persons are provided by the Office of Vocational and Educational Services for Individuals with Disabilities (VESID) and the sheltered workshops. Since no one was interviewed from either of these programs, it is not surprising the ratings by employment professionals on this barrier do not appear more severe.

Table 32
Handicapped Persons Enrolled in JTPA Programs

	Number	Percent
New and renewal applicants for job Services at DOL offices in Bradford-Sullivan, Broome, Chemung, Schuyler, Steuben, Tioga(NY), Tioga(PA), and Tompkins counties and in Montrose-Carbondale (7/1/92 to 3/31/93)	3,815	6.3
JTPA program participants in SDAs 13, 20, & 26 (7/1/92 to 6/30/94)	386	12.1

Data: New York and Pennsylvania Departments of Labor, JTPA (SDAs 13, 20, & 26)

J. Integration of Employment Services

The most striking development in the region with regard to workforce issues is the increased integration, coordination, and collaboration of all agencies, public and private, which provide employment services. In every county there is a concerted effort to make the delivery of employment services more efficient and to simplify the process by which the public receives these services. One example is the movement to locate different agencies which handle employment services at the same site. In many counties in the region the JTPA and DOL are co-located or else one or the other is co-located with the Employment and Training Division of the DSS or Public Welfare Office. As this research was being conducted, Tioga County (NY) was in the process of moving their DSS, JTPA, and DOL personnel into one central location which will also act as the contact place for VESID and Green Thumb.

The prime example of the movement toward integrating workforce services is Gateways in Steuben County. Gateways is a NYS initiative which chose Steuben County as one of its experimental sites. A cornerstone of the new NYS initiative is the development of a statewide computer network, also called Gateways, containing workforce information and a common job bank which can be accessed throughout the state. In Steuben County this computer technology will be instrumental in joining the county agencies dealing with workforce issues.

A goal of the program is to develop a common intake form for all agencies. Once the information from the intake form is entered into the county's computer network, it will be accessible to other agencies and all employment professionals in the region. This will reduce the duplication of administrative work allowing the county to shift resources from administrative to employment services. Another goal is to integrate and educate professionals in every agency so they know the capability of every other agency in the county. An outcome sought is for an individual seeking employment services to be able to enter any county agency and receive information about all the employment services available to them.

Like Gateways, The Single Point of Contact (SPOC) program in Pennsylvania is also a move to integrate the employment services available to people within each county. The bottom line is both states are implementing programs to increase the coordination and collaboration between agencies in an effort to make employment services more accessible to the people needing them. Employers should also find it will be easier for them to wade through the maze of agencies dealing with workforce issues to get the assistance they seek.

V. CONCLUSION

A. The Potential Workforce and Employment Barriers

This study has shown there are more potential workers in the region than those officially counted in unemployment statistics. Even as the ranks of the officially unemployed have swollen in the past few years due to plant closings and layoffs, the number of involuntary part-time and discouraged workers also increases. As job opportunities dwindle, many job seekers become discouraged looking for work. If these potential workers haven't actively sought work in the past four weeks they are dropped from official unemployment statistics. Likewise, job seekers who have become discouraged looking for full-time work often settle for a part-time job. These individuals are also absent from official unemployment counts. The potential pool of workers in the region includes involuntary part-time workers and discouraged workers in addition to those persons officially categorized as unemployed.

This study has identified a variety of employment barriers making it difficult for these potential workers to enter the workforce or find full-time work. Many of these barriers tend to be more severe in some counties than in others. Throughout the region, the economy and a lack of jobs is one of the most significant employment barriers facing potential workers. But in Broome, Tioga (NY), and Susquehanna Counties this barrier is especially severe. Thousands of residents in these three counties are out of work because of layoffs and plant closings. A related employment barrier, a lack of jobs in their field, is also particularly serious in these three counties. Many of the dislocated workers in these counties are struggling in a local economy where their skills are no longer needed.

A lack of transportation is an employment barrier which mainly affects the rural areas of the region. Rural residents of Bradford, Tioga (PA), Susquehanna, Steuben, and Schuyler Counties are the most handicapped by a lack of public transportation. When a lack of transportation exists, it is the most difficult barrier to overcome.

Like transportation, child care tends to be a greater problem in the rural counties of the region. Tioga (PA), Bradford, Schuyler, and Tioga(NY) are the counties in which child care is a significant employment barrier.

Other barriers work in tandem to make if difficult for potential workers to enter the workforce. Welfare and UC beneficiaries must weigh the potential loss of benefits against the opportunity to work. Where job pay is low, the chances are increased these individuals will be worse off financially if they work.

Low self esteem and low motivation often confront the same individuals. In many cases low self esteem works to destroy the motivation of potential job seekers. It is not unusual for motivated job seekers to lose their enthusiasm at the first sign of rejection. The presence of low self esteem increases the likelihood one will be unable to handle rejection.

The need for education, job training, and/or work experience are employment barriers throughout the region. These barriers are heightened by the increased competition for jobs as employers raise their qualifications for job applicants. Persons with low education or little job training and work experience are passed over for the better paying jobs. These jobs are increasingly going to better educated individuals who have good basic skills and the ability to learn or else they are going to persons who possess specific skills which are in demand. The jobs left for the low-educated and low-skilled job seekers are low-paying service jobs.

Another employment barrier affecting all segments of the potential workforce is poor job search skills. On a positive note, this is an employment barrier which can be effectively overcome by enrolling potential workers in one of the many job search workshops available in the region.

Being too young or too old and having poor health, an injury, or a disability are employment barriers which afflict specific segments of the population. To these population segments, they are severe obstacles to employment.

B. Workforce Programs

In addition to identifying many employment barriers, this study also identified many successful programs which are helping overcome these barriers. One example is the Steuben County Child Care Project. This nationally recognized project has successfully made child care available in a large, predominantly rural county. The Pacific Institute Program used by the DOL in Steuben County and the Schuyler-Chemung-Tioga BOCES' Action for Personal Choice program are successful programs which deal with low self esteem and low motivation problems. The Bradford County Action internship or volunteer program gives potential workers valuable experience and contacts in the workplace. The Community Work and Public Work programs in Chemung County do the same. Throughout the region, the JTPA Programs help potential workers identify and obtain the education and training they need to get into the workforce. The public transportation system in Tioga County (NY) is unique in that it is the only extensive public transportation system in any of the rural counties in the region. Operation Grassroots run by the Chemung County Chamber of Commerce attempts to stem the tide of youth outmigration by encouraging young people to stay in the area and work. The bottom line is there are many innovative and successful programs in the region dealing with employment barriers and workforce issues. Agencies and counties in the region should look to these existing programs to find models to help them develop additional programs needed.

C. Additional Assistance in Overcoming Employment Barriers

Even though there are many good programs in the region to help potential workers get into the workplace, more could be done to reduce the barriers to employment. The employment professionals interviewed for this project offered many suggestions regarding what could be done to better help potential workers enter and be successful in the workplace.

1. **One-on-one Counseling** - Perhaps the most often heard plea from employment professionals in the region is the need for more one-on-one counseling for their clients. The emotional and psychological problems of many potential workers require intensive one-on-one interaction to get at the deep-rooted cause of their problems. Human service agencies in the region do not have the time, personpower, or resources to give all the one-on-one counseling which is really needed in many cases. Employment professionals feel there are not enough public-funded counseling services for the demand that exists in the region.

2. **Post-placement Service** - Many employment professionals in the region feel there is a real need to maintain some follow-up on their clients after they obtain a job since many workers fail after finally getting a job. Casework with new labor market entrants could help improve their work performance and success on the job. Human service agencies do not have the time or personpower to provide this type of service.

3. **Need for More Job Developers** - There is a need in the region for more professionals to act as job developers who would assist people in actually landing a job. People who are not

eligible for workforce assistance programs especially need this type of service. Many are ready for work and just need someone to assist them in finding a job.

4. **More Work with General Public** - Many employment professionals with human service agencies said they would like to do more to help the general population. Many people aren't qualified for public workforce programs or assistance. Skills upgrading, job search help, and career planning should be available to everyone.

5. **Adjust System so it Doesn't Penalize People for Working** - This is mainly a complaint of the NYS UC system. NYS claimants who are receiving UC benefits lose a large percentage of these benefits if they work part-time. The system could be adjusted so they are not penalized as heavily for part-time work.

6. **Improve Accessibility of Workforce Programs and Collaborative Efforts** - Though most agencies in the region are moving toward increased coordination and collaboration of programs, most employment professionals feel there needs to be even greater efforts to improve the accessibility of workforce programs for potential workers. More coordination and collaboration between human service agencies and employers is one area where there is considerable room for improvement.

7. **More Casework for Persons not in Training Programs** - Agencies in the region usually provide casework for clients involved in their training programs. Many employment professionals said it would also be beneficial if casework was available for clients who are not involved in training programs. Many of these potential workers slip through the cracks and don't get the guidance needed to help them enter the workforce. Again, this problem comes back to a shortage of time, personpower, and resources.

8. More Transportation - Just as a lack of transportation makes it difficult for potential workers to find and hold jobs, it also makes it difficult for them to access the help available to them. Many workforce programs would benefit if there was more transportation available to get clients to and from their workforce programs. In one rural county, a client walks over 10 miles one way to receive job training.

9. More Involvement from Employers - A common theme from employment professionals is the greatest benefit to their program would come from more involvement from employers. The next section of this report goes over the areas they identified where employers can help potential workers overcome the employment barriers facing the region.

D. What Employers Can Do

1. Act as Sites for Work Experience Programs - Most of the non-profit employers who sponsor work experience and internship/volunteer programs are at the maximum number of workers they can handle. Human service agencies need the help of more employers to act as sponsors for these programs. It would be beneficial if state policies allowed human service agencies to set up these programs with for-profit employers. Employers could help lobby to make this possible.

2. Employer-Sponsored Child Care - In the rural areas of the region where a shortage of child care is a serious employment barrier, employer-sponsored child care programs at the worksite would go a long way toward eliminating or reducing this problem. A more lenient policy toward child care and other family problems is also needed throughout the region.

3. Initiate and Maintain Relationships with Human Service Agencies - Up until now it has almost always been up to human service agencies to initiate and maintain relationships with employers. It would be a great help to these agencies if employers displayed initiative and maintained a more active role in the relationship. A proactive approach is what is needed from employers.

4. **Business and Education Need to Get Closer** - There needs to be a closer relationship between business and education. Several businesses and school districts have already recognized this fact. Programs in the region have already begun or are being put in place to foster this relationship. The School and Business Alliance (SABA), School-to-Work Transition, and Youth Apprentice programs are examples.

5. **Remove the Stigma from Welfare** - There remains a stigma associated with welfare in the business community. Employment professionals for the DSS and Welfare offices believe the stigma of welfare is a very difficult barrier for their clients to overcome. A welfare clients is better off in his or her job search if the employer does not know they are receiving welfare. According to employment professionals, this is unfortunate because many segments of the population are represented among welfare recipients. To be fair to all potential workers, employers should make every effort to discourage attaching a stigma to welfare job applicants.

6. **Help with Transportation Problems** - Employers could be a big help in overcoming the transportation problems in the region. If employers would work with the transportation providers to sponsor shuttle buses or mini-vans to enable workers to get to and from work, it would lessen the transportation barrier for many potential workers. Corning, Inc. at one time operated a shuttle bus for employees between Corning and Addison.

7. **Involvement from Small and Medium-Sized Companies** - Almost all the involvement human service agencies receive from employers is from large companies. There needs to be a greater awareness and involvement from small and medium-sized companies concerning workforce issues in the region.

8. **Keep Human Service Agencies Abreast of the Skills They Need** - Employers need to more actively keep employment professionals aware of the skills they need in the workplace. While many companies (usually large companies) let their skill requirements be known, the majority do not. This would be a big help to employment professionals when they set up training programs.

9. **Actively Participate in Community Economic Development Programs** - Many employers in the region need to become more aware of the consequences of their employment policies not only on the employees but also the community-at-large when they hire only part-time help, don't offer benefits, and pay low wages. Employers should actively work with the community to address the economic development needs of the region.

10. **Retrain Their Own People** - Employers should do more to train, retrain and offer educattional opportunities to their employees especially fist-line supervisors and blue collar workers. Human service agencies can offer them assistance with job training and GED programs and employers should more actively seek and utilize this help.

11. **Become Part of the System** - Public and private agencies dealing with workforce issues throughout the region are becoming more integrated and working more closely together. A missing ingredient in this collaboration is employers who need to give their input in helping devise a system that will really work and ensures legislative measures are passed which will

help improve the overall quality of the workforce and eliminate the barriers preventing potential workers from entering the workplace.

VI. SOURCES OF INFORMATION

A variety of data sources and information gathering methods were used to prepare this report. First, two public agencies which collect local data on persons seeking employment or job assistance were identified. Data was obtained from both the DOLs and JTPA Programs for the region covered in this report. This information is available at the county or multi-county level. Both sets of information give characteristics such as age, sex, education levels, etc. for the populations they serve. The JTPA data is more extensive and also gives information on employment barriers such as limited English language proficiency, lacking significant work history, reading below 7th grade, etc.. Unfortunately, the JTPA data is also based on a much smaller subset of the population than the DOL data. The other rich source of existing labor market data is the U.S. Bureau of Labor Statistics. Unfortunately, the Bureau's data is largely confined to the national, state, or regional level. Each of these data sets will be discussed in this section.

To analyze demographic changes in the region data from the U.S. Census was used. To determine the actual total migration within the region from 1980 to 1990 the U.S. Census data was used along with NYS and PA Vital Statistics. Total migration was calculated with a Vital Statistics method. To estimate the migration of young persons in the region U.S. Census data and NYS Abridged Life Tables were used.

To gather primary data information on the regional labor market two methods were employed. The first, a telephone survey of area residents was conducted in February and March, 1994. The survey targeted persons out of work who were interested in finding a job and persons working part-time but who would prefer to be working full-time. The survey questions focused on barriers these people face looking for or obtaining work. The other method involved one-on-one interviews with professionals in public employment and training agencies which deal with helping people find a job or prepare for work. These agencies were the DOL, JTPA Programs, BOCES, and the Employment and Training Divisions of the DSS or Public Assistance offices. These interviews provided valuable insights into the employment barriers people face in the region. Details about these methods are examined in this section.

A. Department of Labor Data

Both the NYS and PA DOLs gather data on persons who seek employment services through their Labor Exchange offices, Community Service Centers, and/or Job Centers. This includes but is not limited to those people who are eligible for UC benefits. UC claimants make up only a part of all applicants who seek employment services with the DOL. For the purposes of this study, information on all potential job seekers was sought. Therefore, the data compiled and presented in this report is for all persons who have opened new applications or renewed applications for employment service and/or are UC beneficiaries with either the NYS or PA DOL. Again, this includes UC claimants as well as those people seeking employment services such as job placement or referral, counseling, testing, placement for training, or some other form of Labor Exchange service. In PA all UC beneficiaries must file for employment services with the DOL. In NYS only UC beneficiaries who want to receive employment services need to file for them. Table 33 shows eligible UC claimants make up a much greater percentage of person seeking job services in PA than they do in NYS. For NYS separate data on UC beneficiaries was obtained as well as data on new and renewal applicants for employment services. Some UC beneficiaries will be counted in both data sets. For PA only the new and renewal applicants for employment services were used since this includes the eligible UC beneficiaries.

Table 33
Eligible Claimants by County

New and renewal applicants for job services at Department of Labor offices (7/1/92 to 3/31/94)	Total Eligible Claimants	Percent Eligible Claimants
Broome County (NY)	1,637	14.0
Chemung County (NY)	1,006	14.4
Schuyler County (NY)	330	20.5
Steuben County (NY)	1,491	17.7
Tioga County (NY)	403	19.6
Tompkins County (NY)	751	17.3
Bradford & Sullivan Counties (PA)	3,577	40.7
Montrose & Carbondale (PA)	5710	53.5
Tioga County (PA)	2305	36.9

Data: New York and Pennsylvania Departments of Labor,

The most recent data available for both sets of data was sought. The most current data for employment service applicants was from July 1, 1993 to March 31, 1994. Since this data is for new and renewal applicants only, it could be combined with the same type of data from the previous year. This data is therefore presented for the time period July 1, 1992 to March 31, 1994. The only exception is PA occupational data which could not be combined from year to year. The most recent NYS UC beneficiaries data obtainable was for calendar year 1993.

Though both are federally funded, the DOL in NYS and PA are free to operate in their own manner. As such, they organize themselves and collect data differently. In fact, the NYS DOL refers to its offices as Labor Exchange Offices or Community Service Centers. The PA DOL offices are called Job Centers. Likewise, the two states collect and make use of their data differently. This makes it somewhat difficult to put together data for counties from both states.

The PA DOL organizes its data by the Job Center offices where applicants sign up. This makes breaking out county level data difficult if not impossible. If an office is centrally located within a county and serves primarily residents from that county (such as the Wellsboro Job Center in Tioga County), the data collected will closely represent county-wide data. On the other hand, Job Center offices in Towanda (Bradford County) and Carbondale (Lackawanna County) serve and collect data on residents from more than one county. The Carbondale Job Center (Lackawanna County) and its satellite office in Montrose (Susquehanna County) both serve Susquehanna County residents. For reporting purposes, data from the satellite office in Montrose is combined with Carbondale Job Center data. But while the Montrose office handles mostly Susquehanna County residents, the Carbondale office handles applicants from both Susquehanna and Lackawanna Counties. Though Carbondale is located in Lackawanna County, a local analyst estimates that 70% of applicants who apply in the Carbondale Job Center are from Susquehanna County. Most Lackawanna County residents use the Scranton Job Center office.

A similar situation exists at the Towanda Job Center in Bradford County. This Job Center serves residents from two counties, Bradford and Sullivan. Therefore, the applicant data received for the Towanda Job Center is for residents from both these counties. Since it was not possible to receive data for the individual counties of Bradford and Susquehanna, the data presented from the Towanda and Carbondale/Montrose Job Centers represents data for residents from Bradford/Sullivan Counties and Susquehanna County/Lackawanna County (part of) respectively.

The data received from the NYS DOL is much more clear cut geographically. This information is processed by the county of residence for persons who file applications for employment services at any of the NYS Labor Exchange Offices or Community Service Centers. Thus, it is possible to have distinct county breakouts for residents from all six NYS counties studied.

The following categories are covered under the DOL data: age, sex, education level, occupational classes, ethnic background, eligible UC claimant, handicapped, and economically disadvantaged.

B. Job Training Partnership Act (JTPA) Data

A more extensive source of information than that available from the DOL is the information gathered on participants receiving services or funding from JTPA Programs. The data obtained is from the JTPA Participant Status Reports. These reports are completed quarterly by each Service Delivery Area (SDA) and sent to the federal government. Therefore both NYS and PA JTPA reports have the same basic content and form so the data matching problems that arise with DOL information are eliminated.

Unfortunately, the population sub-group covered by JTPA data is much smaller than that covered by the DOL. To receive JTPA funding an adult must be over 22, economically disadvantaged, and meet at least one of the following eligibility requirements:

1. Recipient of cash welfare;
2. High school dropout;
3. English, reading, or computing at or below the 8th grade level;
4. Offenders status;
5. Disability (including learning or having had past problems with substance usage - drug or alcohol);
6. Homeless; or
7. Veteran.

To be eligible for JTPA Youth funding a youth must be between the ages of 16-21 years-old, economically disadvantaged, and have at least one of the following:

1. English, reading, or computing below the 8th grade level;
2. School dropout;
3. Pregnant or parenting;
4. Disability (including learning or experiencing problems with alcohol or drugs);
5. Homeless or runaway;
6. Offender;
7. Member of a family receiving food stamps.

Therefore, the JTPA data represents only those individuals who are most disadvantaged in the labor market and who often face numerous barriers to employment. Thus, while DOL data for a county may contain information on thousands of applicants for employment services in the course of a year, JTPA data is based on a few hundred participants who receive funding or services from JTPA Programs. This distinction should be clearly understood. JTPA participant data should be looked at as representing those persons most severely disadvantaged in the labor market and who may face numerous barriers to employment, while DOL data covers a much broader segment of the population. This can be seen in Table 34 which gives the number and percentage of economically disadvantaged persons who are JTPA participants and who are DOL applicants. The number and percentage of economically disadvantaged persons by county and SDA are in Appendix B and Appendix C.

Table 34
Economically Disadvantaged

	Total Economically Disadvantaged	Percent Economically Disadvantaged
New and renewal applicants for job services at DOL offices in Bradford-Sullivan, Broome, Chemung, Schuyler, Steuben, Tioga(NY), Tioga(PA), and Tompkins counties and in Montrose-Carbondale (7/1/92 to 3/31/94)	7,764	12.8
JTPA program participants in SDAs 13,20, & 26 (7/1/92 to 6/30/94)	3,108	97.7

Data: New York and Pennsylvania Departments of Labor, JTPA (SDAs 13, 20, & 26)

Another important point to note is many JTPA Program participants may also be registered applicants for employment services with the DOL. Since JTPA Programs and DOL services are becoming more closely integrated this is not surprising. Many JTPA participants are UC claimants. It should be made clear the DOL and JTPA data sets are not mutually exclusive. Table 35 gives the number and percentage of eligible UC claimants among the JTPA Program participants. These individuals will be counted in both sets of data. These figures by SDA are in Appendix C.

JTPA information is gathered and sent in to the federal government from a central location for each SDA. The SDAs in the region encompass a number of counties. Broome, Tioga (NY) and Tompkins Counties make up SDA 20. SDA 26 includes Chemung, Schuyler

Table 35
Eligible Unemployment Compensation Claimants
(JTPA Participants)

	Total U.C. Claimants	Percent U.C. Claimants
JTPA program participants in SDAs 13,20, & 26 (7/1/92 to 6/30/94)	415	13.0

Data: New York and Pennsylvania Departments of Labor, JTPA (SDAs 13, 20, & 26)

and Steuben Counties. Bradford, Tioga (PA), Sullivan, Wyoming and Susquehanna Counties make up SDA 13. Though Wyoming and Sullivan Counties are not in the nine-county region under study, it was not possible to get the data for these two counties removed from the data for SDA 13. SDA 13 data is therefore for all five counties. Geographically, this does match up somewhat with the DOL data which includes Sullivan County. The JTPA data is therefore grouped together by the three SDAs.

JTPA data was obtained for the past two reporting years. The July 1, 1992 to June 30, 1993 data used is for persons who terminated from JTPA programming in that time period. The July 1, 1993 to June 30, 1994 data set is for all persons who had contact with the JTPA Program anytime during that time period. This includes persons who carried over from the prior year, new participants, and those that terminated. Using the data in this way allows the two data sets to be combined without the fear of double counting. Since the overall numbers in each year are relatively small and there were no major shifts in the data from year to year, these two data sets were combined and JTPA data for the two-year time period from July 1, 1992 to June 30, 1994 is presented. The data is shown for each SDA and for the region as a whole in Appendix C.

The categories which the JTPA data covers include: age, sex, education level, ethnic background, economically disadvantaged, single parent, limited english language proficiency, handicapped, offender, veteran, reading skills below 7th grade level, lack of significant work history, homeless, jobs program participant, multiple barriers to employment, UC claimant, unemployed 15+ of prior 26 weeks (long-term unemployed), not in labor force, cash welfare recipient, and long term AFDC recipient. The definitions for these categories are included in Appendix C.

C. "Expert" Interviews

To gain an in-depth understanding of the employment barriers people in the region must overcome to work or find a job, face-to-face interviews were conducted with professionals who work helping people overcome these barriers. Interviews were held with 24 professionals from the DOL, JTPA Programs, BOCES, and the Employment and Training Divisions of the DSS and Public Assistance offices. These interviews were conducted with professionals from all nine counties and generally lasted from 45 to 90 minutes.

The interview questions and formats used are presented in Appendix D. Those interviewed were first asked to describe the employment barriers facing their clients/ customers. This made it possible to determine those barriers which immediately came to mind. Next, a list of 15 barriers with a rating scale were passed out for the professional to rate. Use of the rating scale helped give an indication of those barriers which are particularly severe in the different counties and the region as a whole. The scale also indicates which barriers are particularly severe for the different client groups. Welfare recipients in particular tend to be more severely hindered by some of the barriers than the rest of the population.

When rating the different barriers, the professionals were given an opportunity to discuss how each barrier hampered the people in their county. This process was invaluable as a means of gaining an in-depth understanding of how each barrier made it difficult for individuals to work or find a job. Insight into the severity of each barrier was also gained. The discussion of employment barriers usually took up the better part of the interview.

The rest of the interview focused on the following topics: innovative and successful programs to overcome employment barriers; what the professional would like to be able to do or do more of to overcome these barriers; the role of employers with regard to employment barriers; and the amount of interaction and coordination among agencies within the same county and in different counties.

An effort was made to interview more than one professional in each county. This made it possible to look for some confirmation and consistency on the barriers as they were rated within each county. In most cases, a barrier rated as very severe or severe by one professional in the county was confirmed by the other professionals in that county. There was a tendency for the professionals who worked with welfare recipients to rate some barriers more severely than other professionals. For every county in the study region at least two professionals who dealt with clients in that county were interviewed.

An interview which was especially beneficial was held with Joe Kozlowski, the Southern Tier Regional Economist for the NYS DOL. Rather than focusing on employment barriers, Mr. Kozlowski described how the changing ways of doing work and the changing workplace structures were affecting the regional labor market and workforce. He also elaborated on the impact defense spending cuts and plant layoffs were having on the local economy.

Overall, information gained through these "expert" interviews provided considerable insight and understanding into not only individual employment barriers, but also the way in which many barriers tie together to hinder affected individuals. The interviews also helped determine the characteristics of the people who face these employment barriers, the programs being employed to help these people, the present attitude of employers towards people with these employment barriers, and the way in which employment barriers differ or are similar from county to county in the region.

D. Telephone Survey

The last source of information used in this report is primary data gathered from a telephone survey conducted this winter, 1994, from the Workforce Institute & Resource Center. Calls were made in February and March by six student workers who were employed to complete the surveys. All of the callers had previous telephone survey or telemarketing experience. A copy of the survey format and questions is provided in Appendix E.

The main goal of the survey was to gather first-hand information on employment barriers from the people who face them. The study set out to determine which barriers people would identify as making it hard for them to work or look for work. The results of the survey provided useful information in this regard.

Due to budgetary constraints, the telephone survey has a number of limitations. It can not be used for generalizing statistics such as unemployment rates or underemployment numbers to the general population for two reasons. First, the random phone numbers were purchased from a sampling company with a limited sample frame. Only telephone numbers for households which were rated 75% likely to have an annual household income below $20,000 were purchased. This was done to try and get a higher number of hits (calls to people who want to find a job) per number of calls attempted. This was based on the assumption lower income households would tend to have more people looking for work than higher income households. The sample frame is therefore only representative of households in the region which are 75% likely to have annual household incomes below $20,000.

Second, to further keep phone and labor costs down the callers did not interview persons who were not interested in finding a job (such as students, people who were working, retirees, etc.). The first page of the survey was used as a screening sheet to categorize persons answering the phone. Only two sets of people were interviewed: 1) persons not working who were interested in finding a job, and 2) persons working part-time who would prefer to be working full-time. Therefore, the sample is only representative of these two sets of people within the specified sample frame. This does not allow for the generalization of the data obtained to the overall population.

Budget constraints also limited the sample size of the telephone survey. The survey ended with 338 completed interviews. This gives an absolute error of + or - 5.3% with a 95% confidence level for the data as a whole. Unfortunately, the sample is not large enough to allow an analysis of the data subsets for the nine individual counties in the region. The analysis is limited to the region as a whole. In addition, the study refrains from breaking out subgroups of the population for analysis except in a few instances where the data makes obvious sense. Care was taken in doing this because of the small sample size of the population subgroups.

Table 36
Respondents by County

	Number	Percent
Broome County	103	30.5
Chemung County	51	15.1
Steuben County	62	18.3
Tioga County (NY)	39	11.5
Tompkins County	34	10.1
Bradford County	23	6.8
Susquehanna County	12	3.6
Tioga County (PA)	14	4.1

Another area of concern with the sample is the more sparsely populated rural counties; Bradford, Tioga (PA), Tioga (NY), Susquehanna, and Schuyler; tend to be lightly represented. This is because the sample frame was put together proportionately from the nine counties. The much more heavily populated counties of Tompkins, Chemung, Steuben and particularly Broome tend to dominate the sample. This underscores barriers such as transportation which are more severe in the outlying rural portions of the region. Table 36 gives the breakdown of respondents by county.

Although it would have been ideal if the random sample used was drawn from the entire population of the region, the grant did not allow for this. Thus this research does not allow the findings to be generalized to the entire population for such statistics as unemployment, underemployment, etc. Also, since a large enough sample was lacking from each county, each county could not be analyzed separately nor could subgroups of the population be analyzed.

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VI. Appendices

Appendix A: Demographic & Migration Tables

Table A1

Change in Size of Age Cohorts 10–14, 15–19, 19–24 (By County from 1980 to 1990)

Bradford County	Age Cohort	Total 1980	Total 1990	Change 1980 to 1990	
				Total	Percent
	10 to 14	5775	4644	–1131	–19.6
	15 to 19	6144	4350	–1794	–29.2
	20 to 24	4912	3583	–1329	–27.1
	Total	16831	12577	–4254	–25.3

Broome County	Age Cohort	Total 1980	Total 1990	Change 1980 to 1990	
				Total	Percent
	10 to 14	16906	12646	–4260	–25.2
	15 to 19	21524	14909	–6615	–30.7
	20 to 24	20809	17809	–3000	–14.4
	Total	59239	45364	–13875	–23.4

Chemung County	Age Cohort	Total 1980	Total 1990	Change 1980 to 1990	
				Total	Percent
	10 to 14	8011	6651	–1360	–17.0
	15 to 19	9712	6780	–2932	–30.2
	20 to 24	8485	6730	–1755	–20.7
	Total	26208	20161	–6047	–23.1

Schuyler County	Age Cohort	Total 1980	Total 1990	Change 1980 to 1990	
				Total	Percent
	10 to 14	1603	1479	–124	–7.7
	15 to 19	1779	1334	–445	–25.0
	20 to 24	1259	1078	–181	–14.4
	Total	4641	4191	–450	–9.7

Steuben County	Age Cohort	Total 1980	Total 1990	Change 1980 to 1990	
				Total	Percent
	10 to 14	8785	7540	–1245	–14.2
	15 to 19	9286	6919	–2367	–25.5
	20 to 24	7364	5996	–1368	–18.6
	Total	25435	20455	–4980	–19.6

Table A1 (Cont.)

Susquehanna County	**Age Cohort**	**Total 1980**	**Total 1990**	**Change 1980 to 1990**	
				Total	**Percent**
	10 to 14	3363	3084	−279	−8.3
	15 to 19	3421	2712	−709	−20.7
	20 to 24	2752	2214	−538	−19.5
	Total	9536	8010	−1526	−16.0

Tioga (NY) County	**Age Cohort**	**Total 1980**	**Total 1990**	**Change 1980 to 1990**	
				Total	**Percent**
	10 to 14	5027	4100	−927	−18.4
	15 to 19	5127	3643	−1484	−28.9
	20 to 24	3696	3029	−667	−18.0
	Total	13850	10772	−3078	−22.2

Tioga (PA) County	**Age Cohort**	**Total 1980**	**Total 1990**	**Change 1980 to 1990**	
				Total	**Percent**
	10 to 14	3640	2897	−743	−20.4
	15 to 19	4382	3638	−744	−17.0
	20 to 24	3789	3169	−620	−16.4
	Total	11811	9704	−2107	−17.8

Tompkins County	**Age Cohort**	**Total 1980**	**Total 1990**	**Change 1980 to 1990**	
				Total	**Percent**
	10 to 14	5404	4723	−681	−12.6
	15 to 19	12238	11570	−668	−5.5
	20 to 24	16087	16322	235	1.5
	Total	33729	32615	−1114	−3.3

Total Region	**Age Cohort**	**Total 1980**	**Total 1990**	**Change 1980 to 1990**	
				Total	**Percent**
	10 to 14	58514	47764	−10750	−18.4
	15 to 19	73613	55855	−17758	−24.1
	20 to 24	69153	59930	−9223	−13.3
	Total	201280	163549	−37731	−18.7

DATA SOURCE: U.S. Census 1980 and 1990

Table A2

Estimated Net Migration and Rates for 5–9, 10–14, 15–19, and 20–24 Age Cohorts (By County from 1980 to 1990)

Bradford County	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	−735	−15.6
	10 to 14	−2166	−46.3
	15 to 19	−1652	−31.2
	20 to 24	−170	−3.5
	Total	−4723	−24.2

Broome County	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	1124	7.8
	10 to 14	978	5.6
	15 to 19	−3770	−19.3
	20 to 24	−2686	−13.9
	Total	−4354	−6.2

Chemung County	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	−162	−2.4
	10 to 14	−1246	−16.9
	15 to 19	−2437	−28.8
	20 to 24	−707	−8.7
	Total	−4552	−16.7

Schuyler County	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	−30	−2.2
	10 to 14	−518	−38.6
	15 to 19	−439	−28.3
	20 to 24	194	14.4
	Total	−793	−16.2

Table A2 (Cont.)

Steuben County	**Age Cohort in 1980**	**Estimated Net Migration**	
		Total	**Rate (%)**
	5 to 9	−679	−9.3
	10 to 14	−2750	−37.2
	15 to 19	−2066	−25.1
	20 to 24	427	5.7
	Total	−5068	−19.0

Susquehanna County	**Age Cohort in 1980**	**Estimated Net Migration**	
		Total	**Rate (%)**
	5 to 9	−279	−9.8
	10 to 14	−1134	−40.7
	15 to 19	−536	−17.0
	20 to 24	606	19.9
	Total	−1341	−13.0

Tioga (NY) County	**Age Cohort in 1980**	**Estimated Net Migration**	
		Total	**Rate (%)**
	5 to 9	−424	−11.0
	10 to 14	−1976	−49.1
	15 to 19	−971	−21.0
	20 to 24	1115	26.3
	Total	−2256	−15.3

Tioga (PA) County	**Age Cohort in 1980**	**Estimated Net Migration**	
		Total	**Rate (%)**
	5 to 9	504	14.9
	10 to 14	−455	−13.4
	15 to 19	−1632	−46.0
	20 to 24	−782	−23.1
	Total	−2365	−19.5

Table A2 (Cont.)

Tompkins County	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	6904	85.0
	10 to 14	10942	100.7
	15 to 19	−3829	−37.3
	20 to 24	−8391	−71.0
	Total	5626	14.5

Total Region	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	6225	11.8
	10 to 14	1675	2.8
	15 to 19	−17332	−26.8
	20 to 24	−10393	−16.3
	Total	−19825	−9.2

Region minus Tompkins County	Age Cohort in 1980	Estimated Net Migration	
		Total	Rate (%)
	5 to 9	−679	−1.5
	10 to 14	−9267	−19.2
	15 to 19	−13503	−24.8
	20 to 24	−2002	−3.9
	Total	−25451	−14.4

DATA SOURCE: U.S. Census 1980 and 1990
NOTE: The estimated migration rate is figured for mid−decade

APPENDIX B: Department of Labor Data

Table B1a

Age By County
New and Renewal Applicants to Labor Exchange & Job Center Offices
(July 1992 to March 1994)

	< 20		20 – 21		22 – 39		40 – 54		55 & over		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Broome Co.	495	4.2	532	4.6	6340	54.3	2826	24.2	1480	12.7	11673
Chemung Co.	631	9.0	555	7.9	3974	56.9	1380	19.8	445	6.4	6985
Schuyler Co.	123	7.6	87	5.4	837	52.1	408	25.4	153	9.5	1608
Steuben Co.	894	10.6	669	7.9	4585	54.4	1720	20.4	560	6.6	8428
Tioga (NY) Co.	88	4.3	122	5.9	1158	56.2	547	26.5	146	7.1	2061
Tompkins Co.	158	3.6	228	5.3	2584	59.7	1065	24.6	295	6.8	4330
Bradford Co. & Sullivan Co.	873	9.9	822	9.4	4992	56.9	1511	17.2	583	6.6	8781
Montrose & Carbondale	1226	11.5	796	7.5	5261	49.3	2356	22.1	1029	9.6	10668
Tioga (PA) Co.	697	11.2	547	8.8	3366	53.9	1298	20.8	339	5.4	6247
Total	5185	8.5	4358	7.2	33097	54.5	13111	21.6	5030	8.3	60781

Data: NY & PA Departments of Labor

Table B1b

Age By County
Unemployment Compensation Beneficiaries
(1993)

	< 20		20 – 24		25 – 39		40 – 54		55 & over		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Broome Co.	103	1.2	991	11.6	3908	45.8	2393	28.1	1129	13.2	8524
Chemung Co.	85	2.4	535	14.9	1667	46.4	907	25.2	400	11.1	3594
Schuyler Co.	18	2.1	114	13.0	389	44.5	262	29.9	92	10.5	875
Steuben Co.	67	1.5	648	14.7	2090	47.5	1131	25.7	463	10.5	4399
Tioga (NY) Co.	36	1.7	233	11.0	992	46.7	625	29.4	240	11.3	2126
Tompkins Co.	26	1.2	251	12.0	976	46.8	602	28.9	231	11.1	2086
Total	335	1.6	2772	12.8	10022	46.4	5920	27.4	2555	11.8	21604

Data: NY Department of Labor
Note: The age of 3,725 UC beneficiaries is unknown

Table B2a

Sex By County
New and Renewal Applicants to Labor Exchange & Job Center Offices
(July 1992 to March 1994)

	Female		Male		
	No.	%	No.	%	Total
Broome Co.	4598	39.4	7075	60.6	11673
Chemung Co.	3206	45.9	3779	54.1	6985
Schuyler Co.	658	40.9	950	59.1	1608
Steuben Co.	3494	41.5	4934	58.5	8428
Tioga (NY) Co.	831	40.3	1230	59.7	2061
Tompkins Co.	1778	41.1	2552	58.9	4330
Bradford Co. & Sullivan Co.	4017	45.7	4764	54.3	8781
Montrose & Carbondale	4594	43.1	6074	56.9	10668
Tioga (PA) Co.	2621	42.0	3626	58.0	6247
Total	25797	42.4	34984	57.6	60781

Data: NY & PA Departments of Labor

Table B2b

Sex By County
Unemployment Compensation Beneficiaries
(1993)

	Female		Male		
	No.	%	No.	%	Total
Broome Co.	3742	35.8	6705	64.2	10447
Chemung Co.	1579	39.4	2429	60.6	4008
Schuyler Co.	285	29.4	685	70.6	970
Steuben Co.	1638	33.5	3249	66.5	4887
Tioga (NY) Co.	897	35.4	1636	64.6	2533
Tompkins Co.	842	35.2	1549	64.8	2391
Total	8983	35.6	16253	64.4	25236

Data: NY Department of Labor
Note: The sex of 93 UC beneficiaries is unknown

Table B3a

Ethnic Background by County
New and Renewal Applicants to Labor Exchange & Job Center Offices
(July 1992 to March 1994)

	White		Afro Am.		Asian		Hispanic		Am. Indian		Other		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	
Broome Co.	8789	75.3	415	3.6	173	1.5	113	1.0	10	0.1	2173	18.6	11673
Chemung Co.	5999	85.9	481	6.9	34	0.5	40	0.6	5	0.1	426	6.1	6985
Schuyler Co.	1174	73.0	117	7.3	11	0.7	236	14.7	6	0.4	64	4.0	1608
Steuben Co.	7873	93.4	125	1.5	20	0.2	30	0.4	3	0.0	377	4.5	8428
Tioga (NY) Co.	1957	95.0	9	0.4	4	0.2	8	0.4	0	0.0	83	4.0	2061
Tompkins Co.	4010	92.6	151	3.5	55	1.3	32	0.7	4	0.1	78	1.8	4330
Bradford Co. & Sullivan Co.	8673	98.8	32	0.4	16	0.2	32	0.4	10	0.1	18	0.2	8781
Montrose & Carbondale	10565	99.0	34	0.3	12	0.1	38	0.4	17	0.2	2	0.0	10668
Tioga (PA) Co.	6157	98.6	37	0.6	6	0.1	27	0.4	19	0.3	1	0.0	6247
Total	55197	90.8	1401	2.3	331	0.5	556	0.9	74	0.1	3222	5.3	60781

Data: NY & PA Departments of Labor

Table B3b

Ethnic Background by County
Unemployment Compensation Beneficiaries
(1993)

	White		Afro Am.		Asian		Hispanic		Am. Indian		Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
Broome Co.	8018	95.8	209	2.5	40	0.5	84	1.0	17	1.0	8368
Chemung Co.	3357	94.6	177	5.0	6	0.2	6	0.2	1	0.2	3547
Schuyler Co.	864	99.4	4	0.5	0	0.0	1	0.1	0	0.1	869
Steuben Co.	4299	99.0	34	0.8	0	0.0	5	0.1	3	0.1	4341
Tioga (NY) Co.	2065	99.2	15	0.7	1	0.0	1	0.0	0	0.0	2082
Tompkins Co.	1968	95.7	58	2.8	20	1.0	8	0.4	2	0.4	2056
Total	20571	96.7	497	2.3	67	0.3	105	0.5	23	0.1	21263

Data: NY Department of Labor
Note: The ethnic background for 4,066 UC beneficiaries was not available

Table B4a

Education by County
New and Renewal Applicants to Labor Exchange & Job Center Offices
(July 1992 to March 1994)

	0 – 7 Years		8 – 11 Years		12 Years		13+ Years		
	No.	%	No.	%	No.	%	No.	%	Total
Broome Co.	112	1.0	1559	13.4	6098	52.2	3904	33.4	11673
Chemung Co.	51	0.7	1352	19.4	3624	51.9	1958	28.0	6985
Schuyler Co.	132	8.2	268	16.7	715	44.5	493	30.7	1608
Steuben Co.	131	1.6	1529	18.1	4616	54.8	2152	25.5	8428
Tioga (NY) Co.	14	0.7	338	16.4	1117	54.2	592	28.7	2061
Tompkins Co.	33	0.8	558	12.9	1708	39.4	2031	46.9	4330
Bradford Co. & Sullivan Co.	93	1.1	1628	18.5	5175	58.9	1885	21.5	8781
Montrose & Carbondale	102	1.0	1837	17.2	6324	59.3	2405	22.5	10668
Tioga (PA) Co.	21	0.3	1104	17.7	3533	56.6	1589	25.4	6247
Total	689	1.1	10173	16.7	32910	54.1	17009	28.0	60781

Data: NY & PA Departments of Labor

Table B4b

Education by County
Unemployment Compensation Beneficiaries
(1993)

	0 – 7 Years		8 – 11 Years		12 Years		13–15 Years		16+ Years		
	No.	%	No.	%	No.	%	No.	%	No.	%	Total.
Broome Co.	135	1.3	1498	14.6	5440	53.0	2073	20.2	1119	10.9	10265
Chemung Co.	20	0.5	555	14.1	2221	56.5	808	20.6	326	8.3	3930
Schuyler Co.	4	0.4	155	16.1	591	61.5	161	16.8	50	5.2	961
Steuben Co.	43	0.9	806	16.8	2888	60.0	807	16.8	267	5.5	4811
Tioga (NY) Co.	24	1.0	481	19.5	1403	57.0	386	15.7	169	6.9	2463
Tompkins Co.	16	0.7	316	13.5	1101	47.0	469	20.0	442	18.9	2344
Total	242	1.0	3811	15.4	13644	55.1	4704	19.0	2373	9.6	24774

Data: NY Department of Labor
Note: The education of 555 UC beneficiaries is unreported

Table B5a

Occupation by County
New and Renewal Applicants to Labor Exchange Offices
(July 1992 to March 1994)

	Broome Co.		Chemung Co.		Schuyler Co.		Steuben Co.		Tioga C.(NY)		Tompkins Co.			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	Total	Percent
Professional, Technical and Managerial	5197	44.5	1569	22.5	543	33.8	1631	19.4	811	39.3	1595	36.8	11346	32.3
Clerical	1449	12.4	1301	18.6	347	21.6	1300	15.4	246	11.9	677	15.6	5320	15.2
Sales	508	4.4	412	5.9	65	4.0	261	3.1	62	3.0	206	4.8	1514	4.3
Domestic Service	7	0.1	34	0.5	1	0.1	39	0.5	3	0.1	5	0.1	89	0.3
Service	940	8.1	1105	15.8	164	10.2	1140	13.5	196	9.5	586	13.5	4131	11.8
Farm, Forestry, and Fishery	55	0.5	93	1.3	24	1.5	154	1.8	35	1.7	112	2.6	473	1.3
Processing	18	0.2	116	1.7	10	0.6	229	2.7	21	1.0	24	0.6	418	1.2
Machine Trade	503	4.3	371	5.3	70	4.4	541	6.4	117	5.7	171	3.9	1773	5.1
Benchwork	548	4.7	412	5.9	53	3.3	377	4.5	160	7.8	130	3.0	1680	4.8
Structural Work	1651	14.1	753	10.8	220	13.7	1252	14.9	241	11.7	595	13.7	4712	13.4
Motor Freight & Transportation	203	1.7	205	2.9	46	2.9	251	3.0	64	3.1	82	1.9	851	2.4
Packing & Material Handling	558	4.8	603	8.6	54	3.4	1213	14.4	94	4.6	103	2.4	2625	7.5
Mining, Utilities, Amusement, Recreation, & Graphic Arts	36	0.3	11	0.2	11	0.7	40	0.5	11	0.5	44	1.0	153	0.4
Total	11673	100.0	6985	100.0	1608	100.0	8428	100.0	2061	100.0	4330	100.0	35085	100.0

DATA: NY Department of Labor

Table B5b

Occupation by County
Unemployment Compensation Beneficiaries
(1993)

	Broome Co.		Chemung Co.		Schuyler Co.		Steuben Co.		Tioga C.(NY)		Tompkins Co.			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	Total	%
Professional	368	3.5	244	6.1	34	3.5	165	3.4	63	2.5	205	8.5	1079	4.3
Technical	530	5.1	130	3.2	30	3.1	133	2.7	122	4.8	124	5.2	1069	4.2
Managerial	358	3.4	202	5.0	38	3.9	150	3.1	76	3.0	144	6.0	968	3.8
Clerical & Kindred	882	8.4	476	11.8	87	8.9	317	6.5	166	6.5	165	6.9	2093	8.3
Sales	234	2.2	114	2.8	21	2.2	101	2.1	66	2.6	130	5.4	666	2.6
Blue Collar	7667	73.1	2429	60.4	614	63.0	3288	67.0	1905	75.1	1426	59.3	17329	68.4
Farm, Forestry, and Fishery	9	0.1	3	0.1	4	0.4	15	0.3	0	0.0	6	0.2	37	0.1
Service Excluding Private	269	2.6	342	8.5	133	13.7	648	13.2	76	3.0	148	6.2	1616	6.4
Private Household	1	0.0	1	0.0	0	0.0	2	0.0	0	0.0	3	0.1	7	0.0
Unknown	166	1.6	83	2.1	13	1.3	89	1.8	62	2.4	52	2.2	465	1.8
Total	10484	100.0	4024	100.0	974	100.0	4908	100.0	2536	100.0	2403	100.0	25329	100.0

DATA: NY Department of Labor

Table B5c

Occupation by County
Nonagricultural Job Center Applicants Active Anytime in Period
(July 1992 to June 1993)

	Braford & Sullivan Co.		Montrose & Carbondale		Tioga (PA) County			
	No.	%	No.	%	No.	%	Total	Percent
Professional, Technical and Managerial	859	12.0	952	12.8	650	14.0	2461	12.8
Clerical	1266	17.8	1079	14.5	673	14.5	3018	15.7
Sales	217	3.0	318	4.3	186	4.0	721	3.8
Domestic Service	37	0.5	32	0.4	23	0.5	92	0.5
Service	923	12.9	881	11.9	890	19.2	2694	14.0
Farm, Forestry, and Fishery	120	1.7	104	1.4	166	3.6	390	2.0
Processing	194	2.7	160	2.2	81	1.7	435	2.3
Machine Trade	608	8.5	657	8.8	402	8.7	1667	8.7
Benchwork	674	9.5	912	12.3	203	4.4	1789	9.3
Structural Work	897	12.6	1254	16.9	789	17.0	2940	15.3
Motor Freight & Transportation	285	4.0	323	4.3	167	3.6	775	4.0
Packing & Material Handling	983	13.8	697	9.4	381	8.2	2061	10.7
Mining, Utilities, Amusement, Recreation, & Graphic Arts	69	1.0	62	0.8	22	0.5	153	0.8
Total	7132	100.0	7431	100.0	4633	100.0	19196	100.0

DATA: PA Department of Labor

Table B5d

Occupation by County
Nonagricultural Job Center Applicants Active Anytime in Period
(July 1993 to March 1994)

	Braford & Sullivan Co.		Montrose & Carbondale		Tioga (PA) County			
	No.	%	No.	%	No.	%	Total	Percent
Professional, Technical and Managerial	674	12.7	793	13.5	503	14.1	1970	13.3
Clerical	917	17.3	811	13.8	493	13.8	2221	15.0
Sales	175	3.3	229	3.9	145	4.1	549	3.7
Domestic Service	28	0.5	19	0.3	20	0.6	67	0.5
Service	750	14.1	690	11.7	731	20.5	2171	14.7
Farm, Forestry, and Fishery	102	1.9	98	1.7	130	3.6	330	2.2
Processing	146	2.7	131	2.2	77	2.2	354	2.4
Machine Trade	421	7.9	490	8.3	300	8.4	1211	8.2
Benchwork	520	9.8	785	13.3	186	5.2	1491	10.1
Structural Work	652	12.3	972	16.5	550	15.4	2174	14.7
Motor Freight & Transportation	201	3.8	237	4.0	100	2.8	538	3.6
Packing & Material Handling	682	12.8	582	9.9	326	9.1	1590	10.8
Mining, Utilities, Amusement, Recreation, & Graphic Arts	44	0.8	51	0.9	13	0.4	108	0.7
Total	5312	100.0	5888	100.0	3574	100.0	14774	100.0

DATA: PA Department of Labor

Table B6

Handicapped by County
New and Renewal Applicants to Labor Exchange & Job Center Offices
(July 1992 to March 1994)

	Handicapped	
	Total	Percent
Broome Co.	537	4.6
Chemung Co.	727	10.4
Schuyler Co.	82	5.1
Steuben Co.	473	5.6
Tioga (NY) Co.	211	10.2
Tompkins Co.	260	6.0
Bradford Co. & Sullivan Co.	761	8.7
Montrose & Carbondale	427	4.0
Tioga (PA) Co.	337	5.4
Total	3815	6.3

Data: NY & PA Departments of Labor

Table B7

Economically Disadvantaged by County
New and Renewal Applicants to Labor Exchange & Job Center Offices
(July 1992 to March 1994)

	Economically Disadvantaged	
	Total	Percent
Broome Co.	643	5.5
Chemung Co.	1262	18.1
Schuyler Co.	63	3.9
Steuben Co.	647	7.7
Tioga (NY) Co.	240	11.6
Tompkins Co.	229	5.3
Bradford Co. & Sullivan Co.	2047	23.3
Montrose & Carbondale	1306	12.2
Tioga (PA) Co.	1327	21.2
Total	7764	12.8

Data: NY & PA Departments of Labor

Table B8

Employment by County
1990

County	Total Employed	Total Unemployed	Total Workforce
Broome	100400	4000	104400
Chemung	41800	2000	43800
Schuyler	8700	500	9200
Steuben	43900	2400	46300
Tioga (NY)	25100	1000	26100
Tompkins	46900	1200	48100
Bradford	26200	1600	27800
Susquehanna	16800	1200	18000
Tioga (PA)	17100	1400	18500
Total	326900	15300	342200

Data: NY & PA Departments of Labor

Table B9

Employment by County
1993

County	Total Employed	Total Unemployed	Total Workforce
Broome	96000	6700	102700
Chemung	40300	2400	42700
Schuyler	8200	700	8900
Steuben	45200	3200	48400
Tioga (NY)	24400	1600	26000
Tompkins	46700	1700	48400
Bradford	25500	1900	27400
Susquehanna	16900	1700	18600
Tioga (PA)	17700	1500	19200
Total	320900	21400	342300

Data: NY & PA Departments of Labor

Appendix C: JTPA Data and Definitions

Table C1

Economically Disadvantaged by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	Economically Disadvantaged	
	Total	Percent
SDA 13	1525	99.5
SDA 20	860	97.4
SDA 26	723	94.5
Total	3108	97.7

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C2

Sex by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	Female		Male		Total
	No.	%	No.	%	
SDA 13	1062	69.3	471	30.7	1533
SDA 20	486	55.0	397	45.0	883
SDA 26	399	52.2	366	47.8	765
Total	1947	61.2	1234	38.8	3181

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C3

Age by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	< 18		18 – 21		22 – 29		30 – 54		55 & over		
	No.	%	No.	%	No.	%	No.	%	No.	%	Total
SDA 13	248	16.2	321	20.9	468	30.5	481	31.4	15	1.0	1533
SDA 20	76	8.6	189	21.4	211	23.9	373	42.2	34	3.9	883
SDA 26	197	25.8	173	22.6	142	18.6	235	30.7	18	2.4	765
Total	521	16.4	683	21.5	821	25.8	1089	34.2	67	2.1	3181

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C4

Education by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	School Dropout		Student < 12 Years		12 Years		> 12 Years		
	No.	%	No.	%	No.	%	No.	%	Total
SDA 13	457	29.8	257	16.8	663	43.2	156	10.2	1533
SDA 20	223	25.3	21	2.4	465	52.7	174	19.7	883
SDA 26	140	18.3	209	27.3	276	36.1	140	18.3	765
Total	820	25.8	487	15.3	1404	44.1	470	14.8	3181

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C5

Ethnic Background by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	White		Afro Am.		Asian		Hispanic		Am. Indian		
	No.	%	No.	%	No.	%	No.	%	No.	%	Total
SDA 13	1512	98.6	8	0.5	1	0.1	9	0.6	3	0.6	1533
SDA 20	715	81.0	120	13.6	16	1.8	29	3.3	3	3.3	883
SDA 26	688	89.9	66	8.6	1	0.1	6	0.8	4	0.8	765
Total	2915	91.6	194	6.1	18	0.6	44	1.4	10	0.3	3181

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C6

JTPA Employment Barriers by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	SDA 13		SDA 20		SDA 26			
	No.	%	No.	%	No.	%	Total	Percent
Limited English Language Proficiency	2	0.1	22	2.5	3	0.4	27	0.8
Handicapped	182	11.9	65	7.4	139	18.2	386	12.1
Offender	44	2.9	124	14.0	77	10.1	245	7.7
Reading Skills Below 7th Grade	159	10.4	27	3.1	138	18.0	324	10.2
Lack Significant Work History	1002	65.4	331	37.5	364	47.6	1697	53.3
Homeless	0	0.0	11	1.2	25	3.3	36	1.1
Jobs Program Participant	50	3.3	282	31.9	163	21.3	495	15.6
Multiple Barriers to Employment	99	6.5	444	50.3	128	16.7	671	21.1

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C7

Work Status by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	SDA 13		SDA 20		SDA 26		Total	Percent
	No.	%	No.	%	No.	%		
Eligible Unemployment Compensation Claimant	142	9.3	165	18.7	108	14.1	415	13.0
Unemployed 15+ of Prior 26 Weeks	244	15.9	204	23.1	382	49.9	830	26.1
Not in Laborforce	1020	66.5	464	52.5	228	29.8	1712	53.8

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties

Table C8

Welfare Status by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	SDA 13		SDA 20		SDA 26		Total	Percent
	No.	%	No.	%	No.	%		
Cash Welfare Recipient	801	52.3	457	51.8	311	40.7	1569	49.3
AFDC Recipient	599	39.1	285	32.3	242	31.6	1126	35.4
Home Relief/ RCA Recipient	163	10.6	164	18.6	69	9.0	396	12.4
Long-term AFDC Recipient	235	15.3	103	11.7	61	8.0	399	12.5

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties
NOTE: AFDC stands for Aid To Families with Dependent Children
RCA are receiving Refugee cash assistance

Table C9

Single Parents by Service Delivery Area
JTPA Participant Status Report
(7/1/92 to 6/30/94)

	SDA 13		SDA 20		SDA 26			
	No.	%	No.	%	No.	%	Total	Percent
Single Parent	546	35.6	267	30.2	190	24.8	1003	31.5
Dependents under 6			160	18.1	144	18.8		
Dependents 6 – 17			107	12.1	46	6.0		

Data: JTPA (SDAs 13, 20, & 26)
SDA 13 = Bradford, Tioga (PA), Susquehanna, Sullivan, & Wyoming Counties
SDA 20 = Broome, Tioga (NY), & Tompkins Counties
SDA 26 = Chemung, Steuben, & Schuyler Counties
NOTE: The age of dependent children was not available for SDA 13

Job Training Partnership Act (JTPA) Definitions

Economically Disadvantaged -- An individual who meets any of the following conditions is to be considered economically disadvantaged for JTPA purposes:

A. Receives, or is a member of a family which received cash welfare payments under a federal, state, or local welfare program.

B. Has, or is a member of a family which has, received a total family income for the six-month period prior to application for the program involved (exclusive of unemployment compensation, child support payments, and welfare payments) which, in relation to family size, was not in excess of the higher of:

  1. The poverty level determined in accordance with criteria established by the Director of the Office of Management and Budget, or

  2. 70 percent of the Lower Living Standard Income Level.

C. Is receiving food stamps pursuant to the Food Stamp Act of 1977.

D. Is a foster child on behalf of whom state or local government payments are made.

E. Is a handicapped individual whose own income meets the requirements of clause (a) or (b), but who is a member of a family whose income does not meet such requirements.

F. Qualifies as a homeless individual under section 103 of the Stewart B. McKinney Homeless Act.

Education Status

School Dropout -- An individual who is not attending school full-time and has not received a high school diploma or a GED Certificate.

Student (high school or less) -- An individual who has not received a high school diploma or GED certificate and is enrolled in, and attending full-time a secondary or post-secondary level vocational, technical or academic school or is between high school terms and intends to return to school. Note: If the individual is enrolled, but not attending school regularly, s/he should be classified as a dropout.

High School Graduate or Equivalent (no post-high school) -- An individual who has received a high school diploma or GED certificate, but who has not attended any post-secondary level vocational, technical or academic school.

Post High School Attendee -- An individual who has received a high school diploma or

GED certificate and is attending, or has attended, any post-secondary level vocational, technical or academic school.

Family Status

Single Head of Household -- A single, abandoned, separated, divorced or widowed individual who has responsibility for one or more dependent children: (1) Under Age 6; or (2) Ages 6 through 17.

Labor Force Status

Unemployed: 15 or More Weeks of Prior 26 Weeks -- An individual who is unemployed at the time of eligibility determination and has been unemployed for any 15 or more of the 26 weeks immediately prior to such determination.

Not in Labor Force -- A civilian 14 years of age or over who did not work during the 7 consecutive days prior to application for a JTPA program and is not classified as employed or unemployed.

Other Barriers to Employment

Limited English Language Proficiency -- Inability of an applicant, whose native language is not English, to communicate in English, resulting a job handicap.

Handicapped Individual -- Refer to Section 4 (10) and 4 (8) (F) of the Act. Any individual who has a physical or mental disability which for such individual constitutes, or results in, a substantial handicap to employment. Included in this definition are individuals who are alcohol or substance abusers.

Offender -- Any adult or youth who requires assistance in overcoming barriers to employment resulting from a record of arrest or conviction (excluding misdemeanors).

NOTE: Data may be collected regarding youthful offenders status from the participant on a voluntary basis only. It is not mandatory. However, clients may wish to provide this data if it makes them eligible under Section 203 (a) (2) of JTPA (10% window).

Veteran -- A person who served on active duty in the military, naval, or air service of the United States for a period of more than 180 days and who was discharged or released therefrom with other than a dishonorable discharge or was discharged or released from active duty because of a service-connected disability.

Reading Skills Below 7th Grade Level -- An adult or youth assessed as having English reading skills below the 7th grade level on a generally accepted standardized test. If a SDA has access to recent school records (within a year) that report a reading grade level, these records may be used in lieu of administering a standardized test. If a participant is obviously functioning at an extremely low level, as evidenced by such things as an inability to read and fill out an application, or the admission of an inability to read, an assessment may be made that the participant is reading below the 7th grade level. The participant's records should indicate the information on which the assessment was based.

Long-Term AFDC Recipient -- An adult or youth listed on the welfare grant who had received cash payments under AFDC (SSA Title IV) for any 24 or more of the 30 months prior to JTPA eligibility determination and who was a welfare recipient (as defined in this glossary) at that time.

Lacks Significant Work History -- An adult or youth who had not worked for the same employer for longer than three consecutive months in the two years prior to JTPA eligibility determination.

Homeless -- Any adult or youth who lacks a fixed, regular, adequate nighttime residence; and an adult or youth who has a primary nighttime residence that is:

A. a publicly or privately operated shelter for temporary accommodation (including welfare hotels, congregate shelters, and transitional housing for the mentally ill),

B. an institution providing temporary residence for individuals intended to be institutionalized, or

C. a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

*Jobs Program Participant -- Any individual (AFDC client) who is a participant (or has been a participant within the prior six months) in assessment or employability planning or is assigned to one of the JOBS program components defined in the approved State JOBS Program Plan, including self-initiating activities, at the time of eligibility determination for JTPA Title IIA.

Math Skills Below 7th Grad Level -- An adult or youth assessed as having computation skills below the 7th grade level on a generally accepted standardized test. If a SDA has access to recent school records (within a year) that report a computation grade level, these records may be used in lieu of administering a standardized test. The participant's records should indicate the information on which the assessment was based.

Multiple Barriers to Employment -- Any adult or youth who has three or more of the following barriers to employment:

- School dropout
- Limited English language proficiency
- Handicapped/disabled
- Offender
- Reading skills below the 7th grade level
- Long-term AFDC recipient
- Lacks significant work history

- Homeless
- JOBS Program participant
- Math skills below the 7th grade level
- Substance abuse
- Pregnant/parenting teen

Participant -- "Participant" means any individual who has: (1) been determined eligible for participation upon intake; (2) started receiving subsidized employment, training, or service (except post-termination services) funded under the Act, following intake. Individuals who receive only outreach and/or intake assessment services or post program follow-up are not to be counted as participants.

If individuals receive concurrent employment, training and/or services under more than one title, they are to be considered participants in both titles for purposes of recording actual number of weeks participated, dollars expended and other participant data.

Participants who have transferred from one title to another or between programs of the same title should be recorded as terminations from the title or program of initial participation and included as participants in the title or program into which they transferred. (NOTE: Youths who participate in the Title IIA unless they are not expected to return to Title IIA for further employment, training and job services).

***NOTE**: Individuals may continue to be considered as participants for a single period of 90 days after last receipt of employment and/or training funded under a given title. (This period begins after any required retention period.) During the 90 day period, individuals may or may not have received services. Termination of a participant who has received services only must occur within 30 calendar days of last receipt of such services. For purposes of calculating average weeks participated, this period between "last receipt of employment and/or training funded under a given title" and actual date of termination is defined as "inactive status" and is not to be included.

Unemployment Compensation Status

U.S. Claimant -- Any individual who has filed a claim and has been determined monetarily eligible for benefit payments under one or more state or federal unemployment compensation programs, and who has not exhausted benefit rights or whose benefit year has not ended.

Welfare Recipient -- An individual listed on the welfare grant who was receiving cash payments under AFDC (SSA Title IV), Home Relief or the Refugee Assistance Act of 1980 (PL-96-212) at the time of JTPA eligibility determination. For reporting purposes, exclude those persons who receive only SSI (SSA Title XVI).

Youth -- An individual aged 16 through 21 years. However, individuals aged 14 and 15 may participate in a "pre-employment skills training program for youth" or Youth Employment Program (Title IIB) if specified in the SDA Job Training Plan.

Appendix D: "Expert" Interview Format and Ratings

Questions – Labor Market Study

1. What are the barriers making it difficult for your clients to work or find a job?
   Most common? Most severe? Greatest overall?
2. What is the function of your agency to overcome these barriers?
3. What would you like to be able to do or do more of to help with these problems?
4. What does your county or the region need to overcome these barriers?
5. What can employers do to help with these problems?
6. Do you feel the employment barriers and problems in your county:
   1) Are particular to your county?
   2) Are similar to those in neighboring or nearby counties?
   3) Are similar to those throughout your state?
7. Do you have any communication with similar agencies in your state?
   Across the NY/PA border?
8. Do you feel that employment problems are getting worse?
9. Do you have any highly successful or innovative programs which deal with overcoming any of these barriers?
10. How involved are employers in helping people overcome these barriers?

How would you rate the following barriers?

	A very severe problem	A severe problem	A problem, but not a severe problem	Not a problem
Lack of education	1	2	3	4
Lack of job training	1	2	3	4
Lack of work experience	1	2	3	4
Child care	1	2	3	4
Transportation	1	2	3	4
Economy/ lack of jobs	1	2	3	4
Lack of jobs in their field	1	2	3	4
Available jobs pay too little	1	2	3	4
Potential loss of benefits (esp. medical care)	1	2	3	4
Motivation level of clients	1	2	3	4
Low self-esteem	1	2	3	4
Drug/ alcohol problems	1	2	3	4
Poor health/ injury/ disability	1	2	3	4
Too young or too old	1	2	3	4
Lack of knowledge of how to look for a job? (Job search)	1	2	3	4

Table D1

Number of Professionals Rating Each Employment Barrier

	A Very Severe Problem	A Severe Problem	A Problem, but not a severe Problem	Not a Problem	No Answer	Average
Transportation	11	4	2	2		1.7
Available Jobs Pay Too Little	4.5	9.5	3		2	1.9
Economy/Lack Of Jobs	7.5	2.5	9			2.1
Low Self Esteem	4	8.5	4.5	1	1	2.1
Potential Loss of Benefits (esp. Medical Care)	3.5	8.5	5		2	2.1
Lack of Job Search Knowledge	3	8.5	5.5		2	2.1
Lack of Education	3	9	7			2.2
Lack of Job in Field	5.5	7.5	3	3		2.2
Child Care	7	3	6	3		2.3
Lack of Job Training	2	7.5	7	1.5	1	2.4
Lack of Motivation	3	6	5	5		2.6
Lack of Work Experience		8	7.5	2.5		2.7
Drug/Alcohol Problem	1.5	2.5	11	1	3	2.7
Poor Health/Injury/ or Disability		1	10.5	2.5	5	3.1
Too Young or Too Old		3	6	8	2	3.3

DATA & TABLE: Workforce Institute, Mansfield University
NOTE: Our rating scale went from 1 as most severe to 4 as least severe

Appendix E: Telephone Survey

MANSFIELD UNIVERSITY – WORKFORCE INSTITUTE
LABOR MARKET SURVEY 1994

Hello, My name is _______________________. I am a student calling long distance from Mansfield University. We are conducting a brief survey on the problems people in our region have finding work. The questions I need to ask will only take a few minutes.

FIRST, WE WOULD LIKE TO KNOW:

1. If you worked last week? _1_ YES _2_ NO

(If "NO", GO TO QUESTION 6)

2. Are you currently working part-time or full-time? _1_ PART-TIME _2_ FULL-TIME

(If FULL-TIME, GO TO REFERRAL SHEET)

3. Do you prefer to work part-time or would you rather work full-time?
_1_ PART-TIME _2_ FULL-TIME

(If PART-TIME, GO TO REFERRAL SHEET)

4. Have you looked for full-time work in the past year? _1_ YES _2_ NO

5. What type of work did you do last week?
JOB TITLE____________________ KIND OF WORK YOU DID____________________

STOP!! GO TO PAGE 2 (Pink - Working Part-time)

- -

6. Have you looked for work in the past year? _1_ YES _2_ NO

If "NO", Are you interested in finding a job? _1_ YES _2_ NO

(If "NO", GO TO REFERRAL SHEET)

7. Do you prefer to work part-time or full-time? _1_ PART-TIME _2_ FULL-TIME

GO TO PAGE 2 (Green - Not Working)

PAGE 2 - NOT WORKING

8. What is your usual or regular job?
JOB TITLE________________ KIND OF WORK YOU DO________________

9. Do you feel it is becoming more difficult to find a job in our region? 1 YES 2 NO

10. What do you feel could be done to help people find work?________________

____

11. How long have you been out of work? ___MONTHS

12. Approximately, how many years have you worked full-time in your life? ____YEARS

13. Are you out of work because of a permanent plant closing? 1 YES 2 NO

14. Are you currently laid-off from work? 1 YES 2 NO

(If "NO", SKIP NEXT QUESTION)

15. Do you expect to be recalled to work? 1 YES 2 NO

Next, we would like your opinion on barriers which make it hard for people to work or look for work. We are interested in knowing which barriers have made it difficult for you to work or find a job?

16. Have you become discouraged looking for work? 1 YES 2 NO

17. Do you feel there are jobs available in your type of work? 1 YES 2 NO

18. Do you feel there are jobs available outside your type of work? 1 YES 2 NO

19. Do you feel you need more work experience, job training, or education for the jobs that are available? 1 YES 2 NO

If YES, Which do you need the most?(read answers)

1 JOB TRAINING 2 WORK EXPERIENCE 3 EDUCATION

20. Do you feel you live too far from any available jobs? 1 YES 2 NO

21. Do you feel that no job pays enough to make it worthwhile to look for work? 1 YES 2 NO

22. Do you feel that you are too young or too old to find a job? 1 YES 2 NO

23. If you worked, would childcare be a problem? 1 YES 2 NO

24. Do you have a valid driver's license? 1 YES 2 NO

25. Do you have transportation to work? 1 YES 2 NO

If YES, 1 CAR 2 PUBLIC TRANSPORTATION 3 OTHER

26. Does the possibility of losing unemployment or public assistance benefits keep you from looking for work? 1 YES 2 NO

27. Do you have any health or physical disabilities which make it difficult for you to find work? 1 YES 2 NO

28. Do you have any responsibilities or commitments at home other than childcare which make it hard for you to work? 1 YES 2 NO

29. Are there any other reasons which make it hard for you to work or find a job?__________

30. Of all the reasons we have discussed, which do you feel is the greatest barrier that makes it difficult for you to work or find a job?______________________________

Next are some questions dealing with job training and how people look for work.

31. In which of the following ways have you looked for work?

1	HAVE YOU CONTACTED EMPLOYERS?	1 YES	2 NO
2	HAVE YOU LOOKED AT NEWSPAPER ADS?	1 YES	2 NO
3	HAVE YOU ANSWERED NEWSPAPER ADS?	1 YES	2 NO
4	HAVE YOU TALKED TO FRIENDS OR RELATIVES?	1 YES	2 NO
5	HAVE YOU BEEN TO AN EMPLOYMENT AGENCY?	1 YES	2 NO

32. Are there any other ways that you have looked for work?____________________

33. Have you looked for work in the past 4 weeks? 1 YES 2 NO

34. Do you plan on looking for work in the next 12 months? 1 YES 2 NO

35. Do you know about help offered by employment agencies? 1 YES 2 NO

36. In what areas have you received some job training? (How many months of training?)

37. In what fields would you like to receive some job training?

38. Have any of the following reasons kept you from getting job training?

1 Are you interested in job training?	1 YES	2 NO
2 Is job training offered at a bad time?	1 YES	2 NO
3 Do you feel job training would help you?	1 YES	2 NO
4 Are you aware of any job training programs?	1 YES	2 NO
5 Would you be able to pay for job training?	1 YES	2 NO

39. Are there any other reasons that prevent you from getting job training? 1 YES 2 NO

40. If you could get a good job, would you be willing to move? 1 YES 2 NO

(If "NO", SKIP NEXT QUESTION)

41. How far away would you be willing to move for a job? (Read choices)

1 Someplace else in your county
2 To a neighboring county
3 Anywhere in Penna. or New York
4 Outside Penna. or New York

42. Would you be willing to commute for a good job? 1 YES 2 NO

(If "NO", SKIP NEXT QUESTION)

43. How many miles one way would you be willing to commute? _________ MILES

Last, we would like to ask you some questions about yourself for statistical purposes.

44. What is your age? ______YEARS

45. Are you: 1 SINGLE 2 MARRIED 3 SEPARATED 4 DIVORCED 5 WIDOWED

46. How many people(including yourself) live in your household? _____PERSONS

47. How many persons in your household are working:
_____ FULL-TIME?
_____ PART-TIME?

48. How many persons in your household are:
___ UNDER 6 YEARS OLD?
___ BETWEEN 6 AND 18 YEARS OLD?
___ OVER 65 YEARS OLD?

49. What was the highest grade you completed in school?

0 1 2 3 4 5 6 7 8 9 10 11 12 GED 13 14 AD 15 16 BD 17 18 MD 19 PD

50. Did you attend a trade or vocational school? 1 YES 2 NO

If yes, AREA OF STUDY________________________ YEARS OF STUDY______

51. In order to help support your family do you receive any of the following benefits? (Read choices)

1 Public Assistance 3 Unemployment Compensation 5 None
2 Disability Benefits 4 Other (list)____________________

52. Give the number of the answer which is closest to your household income before taxes in 1993? (Read choices)

1 LESS than $5,000 3 $15,000 to $24,999
2 $5,000 to $14,999 4 $25,000 or greater

53. Sex of respondent. (NOT ASKED) 1 FEMALE 2 MALE

Table E1
Age of Respondents

Age Category N= 338	Number of Respondents	Percent
18 to 24	54	16.0
25 to 34	113	33.4
35 to 44	94	27.8
45 to 54	37	10.9
55 to 64	32	9.5
Over 65	4	1.2
No Response	4	1.2

Table E2
Gender of Respondents

N = 338	Number of Respondents	Percent
Female	180	53.3
Male	158	46.7

Table E3
Marital Status of Respondents

N = 338	Number of Respondents	Percent
Single	148	43.8
Married	109	32.2
Separated	17	5.0
Divorced	54	16.0
Widowed	8	2.4
No Response	2	.6

Table E4
Households with Persons Working Full-time

N = 338	Number of Respondents	Percent
Yes	130	38.5
No	206	60.9
No Response	2	.6

Table E5
Households with Persons Working Part-time

N = 338	Number of Respondents	Percent
Yes	130	38.4
No	205	60.7
No Response	3	.9

Table E6
Respondents' Household Income Before Taxes in 1993

N = 338	Number of Respondents	Percent
Less than $5,000	66	19.5
$5,000 to $14,999	114	33.7
$15,000 to $24,999	80	23.7
$25,000 or greater	56	16.6
No Response	22	6.5

Table E7
Highest Grade Completed

N = 338	Number of Respondents	Percent
None	1	.3
1 - 8	11	3.3
9 - 11	41	12.1
High School Graduate	137	40.5
GED	13	3.8
Some College	43	12.7
AD Associate's Degree	33	9.8
BD Bachelor's Degree	43	12.7
MD Master's Degree	12	3.6
PD Doctorate of Philosophy	2	.6
No Response	2	.6

Table E8
Occupational Class

N = 338	Number of Respondents	Percent
Professional/Technical/Managerial	83	24.6
Clerical and Sales	68	20.1
Service	72	21.3
Farm/Fish/Forest	9	2.7
Processing	12	3.6
Machine	12	3.6
Benchwork	13	3.8
Structural	49	14.5
Miscellaneous	8	2.4
No Response	12	3.6

Table E9
Benefits Received by Respondents

N = 338	Number of Respondents	Percent
Public Assistance	47	13.9
Disability	16	4.7
Unemployment Compensation	60	17.8
Other	23	6.8
None	173	51.2
PA-UC	6	1.8
PA-Disability-Unemployment	1	.3
PA-Other	2	.6
Disability-Other	1	.3
Unemployment-Other	2	.6
PA-Disability-Other	1	.3
PA Unemployment-Other	1	.3
Unemployment-Disability-Other	1	.3
No Response	4	1.2

Appendix F: Implications of Changing Age Structure

Excerpt from Managing Workforce 2000, by David Jamieson and Julie O'Mara:

***More older workers.* Middle-aged and older workers will be the core of the workforce. The dimension of aging may have many important implications, such as the following:**

- The increasing number of over-forty workers will mean that motivations for working will change. What seems motivating, challenging, or stimulating to people in their twenties may look very different to them in their forties or fifties.
- The workforce may be more stable and experienced, but perhaps less adaptable or mobile. Older workers my have strong ties to their communities and families and may be less willing to relocate.
- Younger persons will manage older persons to a greater extent then ever before, reversing the traditional older-to-younger mentoring role.
- Career opportunities at the top levels of organizations will decline, which may cause a reconsideration of organizations' hierarchical structures.
- Part-time roles will be more useful as people shift their use of time.
- The workforce will be more concerned with retirement security and planning.
- There will be an increased emphasis on health care and wellness.
- Views on the value of experience will change - some will covet experience while others may see older workers as outdated.
- Reward systems will reflect the values of economically stable older workers, who may prefer sabbaticals, perks and time off to salary increases or other financial incentives.

***Fewer younger workers.* What might the decline in the number of younger workers mean?**

- Competition to attract and retain entry-level workers will be fierce.
- Recruitment efforts will be revamped, particularly for jobs that are considered undesirable and those traditionally held by youth.
- Nontraditional workers, such as people with disabilities, retirees, immigrants, and women who are currently in the workforce, will be in demand.

- Organizations may begin to offer the different amenities and compensation options preferred by the shrinking number of younger workers and the new nontraditional workers who will be entering the workforce.

- Organizations that relied on lower-paid, younger workers my need to redesign their jobs and work schedules.

The bulge in the middle. **The increasing number of Baby Boomers may have far-reaching effects:**

- The interests of these middle-agers will be a strong influence on policies related to issues such as dependent care, wellness, and family.

- Fewer positions will be open in management for qualified persons on their way to the top. The inability of organizations to absorb these people may result in shock, frustration, heightened competition, and a growing interest in self-employment.

- With reduced promotional opportunities, many employees' careers will plateau and their aspirations may decline.

- Career development will become more lateral than vertical.

- It may be necessary to have more than one career in order to advance or to increase satisfaction.

- There could be some distrust of management's ability to distinguish among employees for limited promotional opportunities; this might increase grievances and accelerate the use of the court system.